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LAND USE PLAN

TOWN OF SWANSBORO

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N. COASTAL RESOURCES COMMISSION

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N.C. COASTAL RESOURCES COMMISSION

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## I. INTRODUCTION

The Town of Swansboro recently engaged in the process of preparing this land use plan in an effort to promote and encourage orderly growth within its boundaries. The land use plan was mandated by The Coastal Area Management Act of 1974, which was conceived by the North Carolina General Assembly as a means of protecting and preserving certain critical areas within a twenty-county coastal region of the state, while at the same time making provisions for continued growth and expansion. The primary intent of this land use plan, however, is not the mere satisfaction of the requirements of the Coastal Area Management Act, for a document alone would accomplish very little. The purpose of the plan is to provide the local government and the people of Swansboro with a guide to future growth and development within their town, which best suits the local situation and remains consistent with the Act's requirements.

The land use plan is a key element in almost any planning program, and is usually the first. It seeks to envision the most appropriate positioning and spacing of land uses based upon past trends, present conditions, and the goals and objectives of the populace. It normally serves as a reference for certain regulations and policies such as zoning ordinances, subdivision regulations, floodway controls, etc., but actually carries very little "legal" weight itself (in the strict sense of the term.) It is, then, a foundation upon which future

land use decisions are built.

Public support is probably the most crucial factor in creating a land use plan which functions efficiently and reaches its purpose. If the people are alienated from the planning program, and are not given the opportunity to express their goals and desires, the plan will almost certainly be cast aside by the public. If, on the other hand, the people are involved with and allowed to contribute to the program, the chances are much greater that better understanding and support of the plan will evolve. The utility of this plan will to a large degree be dependent upon the further involvement of the public in decisions related to land use; the people's views and opinions should continue to be solicited. In this manner, a well-tailored program of land use planning and management will hopefully emerge.

"The coastal area of North Carolina is one of the most important regions in the United States for food production, future expansion of commerce, industry and recreation. To enable orderly growth and protection of important natural resources of that area, the 1974 General Assembly passed the Coastal Area Management Act.

The Coastal Area Management Act is a state law that asks local government in 20 counties in Coastal North Carolina to prepare a blueprint for their future growth and development. The county officials are asked to work closely with local citizens in deciding what their goals are and in planning for their best use.

#### Organization

State level administration and coordination will be handled by the Department of Administration and Department of Natural and Economic Resources. The Act creates two citizen agencies:

Coastal Resources Commission - The commission is a 15-member body appointed by the Governor. All members are residents of the coast. Twelve were chosen from among nominees made by counties and towns in the coastal area. Three are appointed at the discretion of the Governor. The Commission is responsible for establishing planning guidelines, approving land use plans and issuing permits for construction when required.

Coastal Resources Advisory Council - The Council is a 45-member body made up of locally appointed representatives from each coastal county, plus representatives from six state government departments. It includes a broad cross section of coastal interests. The Council advises the Commission on those matters before the Commission, and assists local governments.

#### Management Tools Created

There are three major land use management tools created by the bills: Land use plans, areas of environmental concern and a permit system.

1. Land Use Plans - Each county will prepare a land use plan. The plans will be based on the goals of the people in the county, the resources available in the county, and the most reasonable path for reaching toward those goals with the resources available. After the plans are adopted, use of the land must agree with the plans.
2. Areas of Environmental Concern - These areas and their boundaries will be designated by the Coastal Resources Commission. We know from experience to be cautious when using these areas. They include marshlands, beaches, sand dunes, navigable waters, national and state parks and areas of historical importance. Designation of an area as one of environmental concern does not prohibit use of that area. It is a warning sign to be careful.



3. Permit System - Any development within an area of environmental concern must have a permit. The Act does not require permits for development outside areas of environmental concern. The Act requires the following projects in areas of environmental concern to obtain a permit from the Coastal Resources Commission: those projects currently needing state permits; those of greater than 20 acres in size; those that involve drilling or excavating natural resources on land or underwater; those which involve construction of one or more structures having an area in excess of 60,000 square feet will require a permit from the Coastal Resources Commission. Local governments will establish regulations for what types of developments in areas of environmental concern will need permits from them. \*\*

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\* Extracted from Coastal Area Management: A New Look on the Horizon, NCSU and USDA (Raleigh, NC, December, 1974).

As a part of the State of North Carolina's effort to protect and preserve valuable resources within the coastal region, the Coastal Area Management Act of 1974 was enacted by the North Carolina General Assembly. This legislation, designed to produce a management program which complies with the Federal requirements of the Coastal Zone Management Act of 1972, places a great deal of the responsibility for planning and management with various units of local government. Twenty coastal counties and qualifying municipalities within these counties have been given the opportunity to plan for the future use of land within their respective jurisdictions, and to make crucial decisions according to local values which will affect their overall growth.

The Swansboro Land Use Plan is a response to State and Federal requests for local input into the quest for protection and preservation of coastal resources. It can and should, however, be more than just one small part of a larger regional scheme. The plan should be employed by the townspeople in the local decision-making process as a reference tool for guiding future growth. The plan is not a perfect document...as it ages, its utility will almost certainly be questioned and the need for its updating will become apparent. In the absence of prior plans, however, it should serve as a solid base for the construction of a comprehensive local planning program.

This land use plan has been built around a few basic premises: Swansboro, in its present state is a very attractive and inviting community endowed with a rich, cultural and historical heritage and enhanced by a pleasant natural environment, but the forces of change have begun to exert themselves upon the Town and if not controlled properly, could result in substantial irreversible damage to many of the valuable features of the Town.

This statement should by no means be construed to imply a "no-growth" policy. Instead, growth should be encouraged, but only in areas which are properly suited for growth and which are consistent with the overall goals and objectives of the Town.

The plan has been built around the issues, goals and objectives generated by Swansboro citizens during a process known as public participation. The major portion of the public participation campaign was conducted during the latter half of 1975....a public meeting was held during August; a newsletter was published and distributed throughout town advising of the public meeting and the purpose of the Coastal Area Management Act; a questionnaire was mailed to all known households within Swansboro requesting citizens to document their opinions regarding the future of the Town; newspaper releases and radio broadcasts were made soliciting public participation; and a Citizen's Advisory Committee was formed with the purpose of providing guidance and input. The combined efforts of public participation resulted in the statement of issue, goals and objectives found in the Land Use Plan.

A second major component of the plan has been the collection and analysis of factual data such as population characteristics, maps of existing land use, listings of current regulations and capacities of community facilities, identification of growth constraints, etc. By integrating the factual data with issues, goals, and objectives, a general picture of the future growth pattern of Swansboro began to emerge.

Basically, it is expected that Swansboro will register a population increase of about 300 persons during the next decade. This will require additional land to be devoted to residential use, as well as a slightly larger proportion of commercial land than presently exists. The Town should encourage new growth to locate as close as possible to areas which are presently developed in order to reduce the high costs for municipal services normally associated with urban sprawl. Most new construction will be inclined to locate in a strip fashion along N.C. 24, but this should be discouraged if at all possible.

Finally, areas which have been determined to be particularly sensitive to future development have been designated. These (Interim) Areas of Environmental

Concern are areas which if developed unwisely could result in serious damage to the coastal environment. In Swansboro these areas include low and high tidal marshland, historical places, estuarine and public trust waters, and coastal flood plains. Particular attention should be paid to shielding these areas from uncontrolled growth.

II. PRESENT CONDITIONS

#### A. Population and Economy

The 1970 United States Census listed the total population of the Town of Swansboro at 1207 persons. Recent estimates have placed the 1975 population at approximately 1250 persons. The 1970 figure represents an increase of 103, or 9.3% over the 1960 total. Within this same time span, Onslow County grew by 24.7% and Swansboro Township by 14.4%.

An examination of population data from 1930 through 1970 reveals that growth was modest in Swansboro for three of the four decades, but very rapid during one of these decades. This was the period from 1950 to 1960, when the town leaped from a total of 559 persons to 1104 (a gain of 97.5%). This expansion could have been due to a "spinoff effect" of growth from Camp Lejeune, the nearby Marine base. During the 1940's thousands of military personnel moved into the area to staff the base, consequently, the populations of both Onslow County and Swansboro Township (in which a large part of the base lies) grew tremendously. Swansboro's rapid growth a decade later could probably be linked to Camp Lejeune's "boom period", for some persons connected with the base probably began to move into the Town as time progressed. The sixties saw Swansboro return to a slower rate of growth, approximating the pace experienced prior to the fifties. The Town's population appears to be stable at this time, having grown only slightly since the 1970 enumeration.

Migration rates calculated from 1960 and 1970 census figures reinforce the idea that Swansboro's population is stable. These statistics are based on the assumption that a certain age group in 1960 (e.g. 25-34) compared with itself ten years later (e.g. 35-44 in 1970) illustrate how many persons have moved into, or out of, the Town during the decade. If less than 100% of the 1960 group are present in 1970, that particular group has generally been characterized by out-migration; if more than 100% are present, in-migration has been the trend. Of the seven age groups studied in Swansboro, only one, the 5-14 1960 cohort showed a major decline. The other six groups hovered very near 100%, averaging about 99.5% remaining over the decade. The out-migration of the 5-14 group is to be expected, however, since children of this age in 1960 have by 1970 begun to enroll in college, enlist in the Armed Forces, or become employed outside of their hometown.

The median age of the Town of Swansboro (defined by the Census as that point at which half of the population is older and half are younger) was 29.6 years in 1970. This figure is about 3.1 years older than the median age of the state as a whole, which was 26.5 years. In most instances, this would seem to indicate that less young and more elderly persons exist in the Town. This is not true in Swansboro's case, however, for there are proportionately both more persons under 18 and less over 65 than in North Carolina. The answer appears to lie in the fact that there are a large number of persons in the middle range in Swansboro. Roughly 35% of North Carolina's population consisted of persons aged 25 to 54, while about 40% of the Town's total fell within this category.

Swansboro is somewhat uncharacteristic of the remainder of Onslow County with regard to the distribution of males and females. Probably as a result of the large military population, Onslow County is nearly two-thirds male. In contrast, Swansboro more nearly resembles the national average of half males and half females. It could be said that the influence of the military sector on population is weaker in the Town than in the county as a whole.

The impact of seasonal population is also minimal. There are a handful of non-resident property owners in the Town, but the vast majority of the townspeople are year round inhabitants. Although Swansboro business establishments profit from the summer season (largely as a result of vacationers to nearby Carteret County beaches who patronize the Town's merchants) the overall effect of seasonal population on the Town's activity patterns is not strongly felt.

The following tables list significant aspects of Swansboro's population:

AGE DISTRIBUTION OF SWANSBORO - 1970

<u>Age</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>%</u>
0-4	36	43	79	( 6.5%)
5-9	67	55	122	( 10.1%)
10-14	80	85	165	( 13.7%)
15-19	66	55	121	( 10.0%)
20-24	35	25	60	( 5.0%)
25-34	63	65	128	( 10.6%)
35-44	88	100	188	( 15.6%)
45-54	75	86	161	( 13.3%)
55-64	48	49	97	( 8.0%)
65-74	29	36	65	( 5.4%)
75+	4	17	21	( 1.7%)
	591	616	1207	(100.0%)



# MIGRATION: 1960 to 1970

<u>Age in 1960</u>	<u>Number</u>	<u>Age in 1970</u>	<u>Number</u>	<u>Percent Remaining</u>
0-4	163	10-14	165	101%
5-14	241	15-24	181	75
15-24	128	25-34	128	100
25-34	171	35-44	188	110
35-44	163	45-54	161	99
45-54	108	55-64	97	90
55-64	67	65-74	65	97

# POPULATION CHARACTERISTICS: 1970

	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>White</u>	<u>Black</u>	<u>Under 18</u>	<u>Over 65</u>	<u>Med. Age</u>
Swansboro	1207	49%	51%	99%	0%	38.1%	6.9%	29.6
Swansboro Twp.	20800	85	15	87	12	14.6	1.3	20.8
Onslow	103126	62	38	84	15	32.2	2.3	21.1
North Carolina	5082059	49	51	77	22	34.6	8.1	26.5

# POPULATION CHANGE 1930-1970

	<u>Onslow</u>	<u>Swansboro TWP</u>	<u>Swansboro</u>
1930	15,289	2106	394
1940	17,939 (+17.3%)	2455 (+16.6%)	454 (+15.2%)
1950	42,047 (+134.0%)	11662 (+375.0%)	559 (+23.1%)
1960	82,706 (+96.7%)	18176 (+55.9%)	1104 (+97.5%)
1970	103,126 (+24.7%)	20800 (+14.4%)	1207 (+9.3%)

The problem of hooking into the Swansboro wastewater treatment facility is one of the major reasons for the shift of population to the outskirts of town, and consequently, a leveling off of the population inside of Swansboro. In order to adequately treat waste materials, development has been forced by circumstances to locate in less-densely populated areas. Approximately three-four residential units within Swansboro currently utilize septic tanks--this form of waste treatment is not ideally compatible with urban development, however, and should not be allowed to expand substantially once the new wastewater treatment facility is in operation.

The 1970 United States Census of Housing listed 410 total residential units in Swansboro, all of which are classified as year-round dwellings. This is in sharp contrast to many beach communities along the coast, most of which are dominated by seasonal units which are occupied only a few months out of the year. This tends to reinforce the assumption that Swansboro is an established, year-round, viable community rather than a seasonally oriented vacation community. The primary seasonal influences on the Town are more economic than demographic in nature--the increased flow of traffic through the Town enroute to nearby beaches causes business to increase in Swansboro's commercial establishments.

Within the town limits of Swansboro, economic activity is centered primarily around small retail trade establishments, commercial fishing, and a textile firm. The major industry within the town is the Swansboro Garment Company, which was established in 1967 and is concerned with the manufacture of clothing. Approximately 250 persons are employed here, of whom about 90% are female. The Uniflite Company, which is located outside of the town proper but within a few minutes driving distance, employs 150 persons (90% male) in the manufacture of fiberglass yachts. This firm was established in 1972.

The central business district of Swansboro, which is focused near the intersection of Main and Front Streets, is relatively small but diverse. A small grocery store, pharmacy, restaurant, hardware store, clothing store, barber shop, florist, and several antique shops and taverns are located here. Nearby are a marina, real estate office, a bank, and the Town Hall and Post Office. This commercial area was the first to develop in Swansboro, and evidence of this fact is found in the aging buildings and narrow streets. The lack of sufficient parking and space for expansion has forced new commercial activity to locations on the fringes of the center of town. The causeway lying in the White Oak River and North Carolina Highway 24 at Hammocks Rd. are the two new nodes around which commercial development has become clustered. The causeway caters primarily to marine-related trade, such as marinas and seafood outlets. The Highway 24 - Hammocks Rd. area is concerned with trade on a slightly larger scale than that found elsewhere in Town, such as a large grocery store, tire company, and a proposed shopping center. A large tract of land in the northwest corner of the intersection has

been rezoned to a commercial classification in order to accomodate the proposed shopping facility. The exact size of the center and number of businesses to be operated here is not known at this time, but it is the intent of the developer to serve a region greater than Swansboro alone.

The shopping center perhaps best illustrates the direction in which Swansboro's retail economy is moving. The Town is slowly evolving into a small-scale regional marketplace. The growth of the beach communities across Bogue Inlet in Carteret County (Emerald Isle, Cape Carteret, Indian Beach, etc.) along with population scattered along the eastern periphery of Camp Lejeune have combined to create an additional demand for goods and services in the area. Swansboro, by virtue of its central location, appears to be the logical choice of some merchants to satisfy a portion of this demand.

In the absence of detailed income and employment statistics for the Town of Swansboro, figures for Onslow County are listed below:

#### OCCUPATION BY INDUSTRY OF EMPLOYED PERSONS (1969)

	Onslow	NC	Urban NC
Construction	1173 (6.8%)	6.7%	5.4%
Manufacturing	1738 (10.1%)	35.4%	30.8%
Trans., comm., util., san.	1169 (6.8%)	5.6%	6.1%
Wholesale and Retail Trade	4610 (26.7%)	17.6%	20.3%
Financial, insurance, business, repair	1103 (6.4%)	5.6%	7.0%
Health, education, welfare, legal and misc. professional services	2649 (15.3%)	14.2%	17.7%
Public administration	2333 (13.5%)	3.5%	4.0%
Other (agriculture, forestry, fisheries, mines and personal services)	2484 (14.4%)	11.4%	8.2%
	17259 (100%)	100%	100%

# PERSONAL INCOME CHARACTERISTICS (1969)

	<u>Onslow Co.</u>	<u>NC</u>	<u>Urban NC</u>
Median Family Income	\$6471	\$7774	\$8588
Mean Family Income	\$7491	\$8872	\$10043
Per Capita Income	\$2205	\$2492	\$2877
Persons Below Poverty Level	21.7%	20.3%	17.1%
Families Below Poverty Level	19.1%	16.3%	13.1%

## DISTRIBUTION OF INCOME FOR FAMILIES (1969)

	<u>Onslow</u>	<u>N.C.</u>	<u>Urban N. C.</u>
Less than \$1,000	923 (4.5%)	3.4%	2.7%
\$1000 - 1999	1103 (5.3)	5.4	4.1
2000 - 2999	1540 (7.5)	5.7	4.8
3000 - 3999	1691 (8.2)	6.5	5.8
4000 - 4999	1899 (9.2)	7.2	6.5
5000 - 5999	2261 (11.0)	8.0	7.3
6000 - 6999	1924 (9.3)	7.8	7.3
7000 - 7999	1917 (9.3)	7.7	7.3
8000 - 8999	1430 (6.9)	7.6	7.2
9000 - 9999	1106 (5.4)	6.9	6.8
10000 -11999	1821 (8.8)	11.7	12.1
12000 -14999	1593 (7.7)	10.6	12.0
15000 -24999	1150 (5.6)	9.0	12.1
25000 -49999	229 (1.1)	2.0	3.2
Greater Than \$50,000	59 (0.3)	0.5	0.7
	<u>20646 (100%)</u>	<u>100%</u>	<u>100%</u>

## B. Existing Land Use

There are 321 acres of land within the corporate limits of Swansboro, approximately 44% of which are developed with urban/built-up uses. The majority of urban/built-up land lies south of Wise's Branch and has been divided into lots; about 16.6 acres of these lots are presently undeveloped. The area north of Wise's Branch consists mainly of large, undivided tracts of agricultural and forested land, with the exception of a housing subdivision and a corridor of commercial development.

Swansboro is a relatively small, quiet town, and as a rule, the various land uses are well-separated spatially. With the possible exception of a stretch of "strip development" along NC Hwy. 24, commercial and residential districts exist in harmony. Business is concentrated in the central business district and in two outlying commercial areas, while residential areas occupy a majority of the urban/built-up land. There are but a few commercial activities interspersed through residential areas, and the only industry in town, Swansboro Garment, is well-isolated.

The occurrence of hasty strip development along NC 24 appears to be the most significant land-use problem area at this time. Largely as a result of the lack of construction space elsewhere in town, most new development is locating along this main traffic artery.

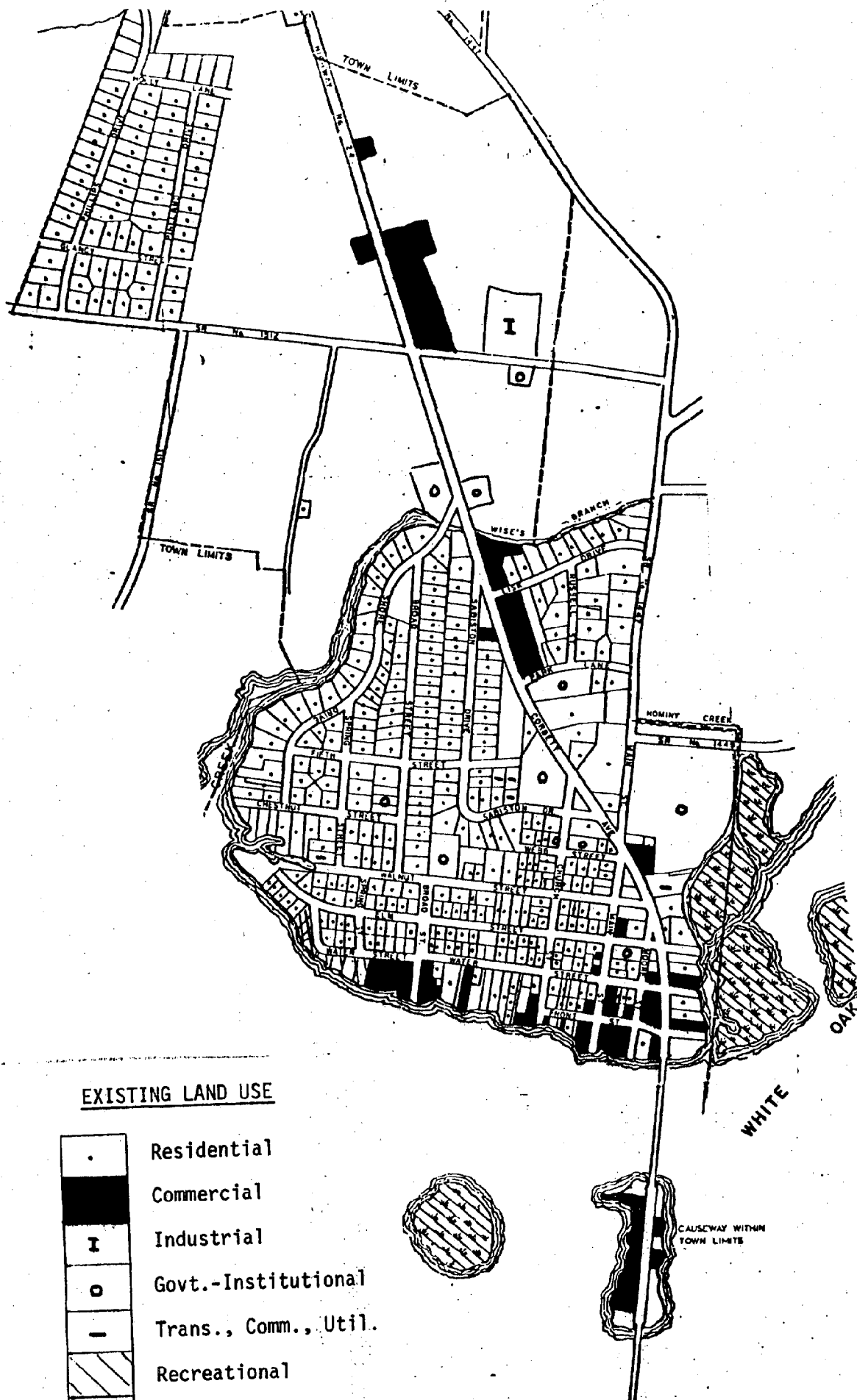
The highway is now in the process of being expanded from two to four lanes in order to accomodate increased summer traffic. If indiscriminate development is allowed to line the sides of the road, its primary function as a carrier of traffic could be seriously impaired. It is only natural for a merchant to wish to locate his business along a busy highway in order to reap profits as rapidly as possible. Too often, however, the long range costs to both the merchant and the community are not given due consideration. A more compacted, block-type pattern of development usually decreases the likelihood of conflicting land-use, simply by reducing the number of possible interfaces. Strip development often results in urban sprawl, which is normally accompanied by more expensive public services and overall inefficiency of the urban system. The more businesses which locate along the highway, for example, higher is the likelihood that traffic congestion will occur. A problem of this nature could be ameliorated by controlling access points, such as the construction of access roads to serve the businesses.

Perhaps the most often-discussed specific land-use problem in Swansboro at this time is the proposed shopping center. This facility, which is to occupy the northwest corner of the NC 24 & Hammocks Rd intersection has become a major source of land-use

controversy during the past few months. The building site borders very close to the Swansboro Heights neighborhood, and many homeowners in the area are concerned that their property values will be lowered by the center's presence.

Also, plans have recently been announced to build a fifty home subdivision slightly to the west of Swansboro Heights, just outside of the Town's Limits. The Town of Swansboro will (barring any unforeseen circumstances) be requested to annex this area following installation of streets and utilities by the owner. Both the shopping center and new subdivision will rely on city water, but will utilize septic tanks for wastewater disposal pending the completion of a new sewage treatment plant. The remaining area of land-use change exists in the northernmost section of Town, where a new municipal recreation complex is due to be developed within the near future.





The following list briefly outlines characteristics of existing land use in Swansboro:

RESIDENTIAL

The predominant use of land in Swansboro is for residences, the majority of which are single family houses. A total of 103.46 acres are currently used for residential purposes. Proportionately, this accounts for about one-third of the total of all land in Town. The 1970 U.S. Census counted 410 housing units in Swansboro; if this figure is accurate, the average lot size equals approximately one quarter of an acre per housing unit.

COMMERCIAL

Retail trade and services presently comprise a total of 17.31 acres. Most of this land occurs in the central business district and along NC 24, and also includes the causeway in the White Oak River, which consists almost entirely of commercial development. The construction of the new shopping center should drastically increase the proportion of land (now 5.4%) devoted to commercial use.

INDUSTRIAL

The Swansboro Garment Company, which represents all industrial development in the Town, is situated on a lot which covers 1.83 acres, or less than 1% of the total land area.

#### GOVERNMENT-INSTITUTIONAL

Government and institutional land in Swansboro consists primarily of churches, municipal land and buildings, the U.S. Post Office, an elementary school and the Swansboro Cemetery. Roughly seventeen acres (5.3%) are accounted for under this classification.

#### TRANSPORTATION, COMMUNICATION, UTILITIES

The major components of this category are roads and water-sewer facilities. There are 30.40 acres devoted to this use (9.5% of total) 29.22 acres of which are included in the road and street network. Road rights-of-way were utilized to compute this figure, so the widening of NC 24 should not increase this total appreciably.

#### CULTURAL, ENTERTAINMENT AND RECREATION

The only known existing use of this type is a tract of public beach area bordering the White Oak River near the intersection of Spring St. and Water St. This is not a developed recreation area, but a section of open space. The proposed new recreation area should cause the proportion of recreational land which is now about one-fifth of one percent, to rise sharply.

#### AGRICULTURE/FORESTLAND/WATER

Agricultural land totals 56.48 acres (17.6%) and forested land 68.32 acres (21.2%) within the Town's Limits. This represents

a combined total of 38.8%, which will probably begin to dwindle as new urban/built-up land begins to use this land for development.

An accurate count of water area is somewhat difficult to enumerate due to the fact that the corporate limits extend indefinitely into the White Oak River. Until a reliable means of calculating this area can be found, this figure will be omitted.

#### WETLAND

Approximately 8.30 acres of marshland exist to the east of Town, situated directly behind the Swansboro Elementary School. This area consists primarily of low tidal marsh grass and will most certainly be designated an Area of Environmental Concern by the Coastal Resources Commission. This, of course, means that certain stringent development controls will be placed on its use, and the marshland will probably undergo no significant changes in land-use in the near future.

# EXISTING LAND USE ACREAGES

	<u>Acreage</u>	<u>Percent of Total</u>
URBAN AND BUILT-UP		
Residential	103.46 acres	32.3%
Commercial	17.31	5.4
Industrial	1.83	0.6
Transportation, Comm., Util.	30.40	9.5
Government and Institutional	16.99	5.3
Cultural, Entert., Rec.	.68	0.2
Undeveloped Land	16.61	5.2
AGRICULTURE	56.48	17.6
FORESTLAND	68.32	21.3
WATER	NA	NA
WETLAND	8.30	2.6
BARREN	<u>0.00</u>	<u>0.0</u>
	320.38 acres	100.0%

### C. Current Plans, Policies, and Regulations

Swansboro currently enforces a Zoning Ordinance adopted in 1968. A building inspector is authorized to enforce the provisions of the ordinance and appeals are provided for through the Zoning Board of Adjustment. (The Planning Board recently reorganized and reestablished, is now responsible for appeals). The Zoning Ordinance is perhaps the most effective tool now operating to regulate development, but is felt to be somewhat outdated and in need of revision to conform with recent trends, forecasts, regulations, etc.

The Town also enforces the North Carolina Residential Building Code. The Onslow County Health Department is responsible for the issuance of permits for nondischarging waste disposal systems of less than 3,000 GPD. Also enforced are the provisions of the National Flood Insurance Program; Swansboro is enrolled in the emergency stage of this program and requires building permits for all proposed construction within the Town. A building Inspector issues building permits and also serves as an enforcement officer for the Zoning Ordinance.

The Town of Swansboro has undertaken very few planning efforts in the past which have implications for future land use. The 201 Facilities Plan and the study of N.C. 24 prepared by the Department of Transportation are perhaps the only previous plans which will affect land use in Swansboro, and neither of these predict drastic alterations of land use as a result of their proposals. Preliminary plans have been developed for the clearing of a 17.5 acre recreation area in the northwest section of Town.

### III. PUBLIC PARTICIPATION

### Overview of Public Participation

As a prerequisite for approval of a Coastal Area Management Act land use plan, the Coastal Resources Commission has urged each locality preparing plans to undertake an extensive program of public participation. Those involved in adopting the Coastal Area Management Act feel that the most effective plans will be those which are consistent with the goals and desires of the locality and which are molded specifically to suit local needs.

Public participation has been broken into two subsections: Education, (the process of informing the public) and Involvement (the process of absorbing the people into the planning program). The Coastal Resources Commission has published a booklet entitled, Handbook on Public Participation, which contains recommendations concerning the most effective methods to employ when seeking widespread participation of the public in the planning program. In addition, each locality's public participation program is monitored periodically by the staff of the Coastal Resources Commission to insure that certain standards are being met.

The accompanying Public Participation Summary explains the specific methods and mediums which have been utilized in the Town of Swansboro for securing public participation. Simply stated, the goal of the program in Swansboro is to extract some form of commentary regarding the future state of the town, from each citizen and public agency and to fuse these comments into a statement of local land use issues, goals, and objectives.

In the absence of participation by each and every citizen of the town, the awareness of the opportunity to participate on the part of each and every citizen became a sub-goal of the program. As of this writing, everyone in the town should be cognizant of the fact that his/her opinions regarding land use planning are both welcomed and encouraged, and he/she should have been afforded the proper mediums to express those opinions.

When the results of various involvement efforts become available (e.g., citizen opinion surveys, group sessions, and public Citizen's Advisory Committee, and Town Council meetings) they are tabulated, analyzed, and filed. The statement of local land use issues, goals, and objectives which follows is the end product of public participation as of this date, and has been reviewed and endorsed by both the Citizen's Advisory Committee and the Town Council.



In the process of developing issues, goals, and objectives, it became obvious that several different camps of thought regarding growth and development exist in Swansboro. This is to be expected in most communities. The task the Town faces in developing issues, goals, and objectives is to reach the common ground which appeals to the greatest number of people involved. It is very difficult to assign labels to the various ideological groups...it could be said that at one end of the continuum is the group which favors very little if any growth and would rather see the Town remain in its present state. At the opposite end are those who feel that the Town could benefit from the stimulation of growth. The majority of citizens feel a need for compromise somewhere in between.

The issues, goals, and objectives set forward in this plan are neither an attempt to describe the feelings of the "average citizen" nor are they closed to revision. Rather, they are the product of an effort to equally weigh all comments received during the public participation process and to weld them into a workable whole. The emphasis is on providing the local government and citizens with a reference guide to public opinion, carefully considering all reasonable and available alternatives. It is hoped that the finished product will result in the greatest benefit possible to the greatest number of citizens.

## PUBLIC PARTICIPATION SUMMARY

### 1. Evaluation of your Public Participation Program

A. Does your land use planning depend on the local planner for direction or does citizen involvement offer direction? The planner acts as an advisor in guiding the public participation process. Courses of action are suggested to the Citizen's Advisory Committee (CAC), which has been delegated the responsibility of directing citizen involvement.

B. Unique features of your public participation program that might be useful to other communities.  
The formation of the Citizen's Advisory Committee has accepted its role with interest and responsibility and has proved very helpful in streamlining the public participation process.

C. How did you develop your Public Participation Program?

Initially, the planner worked with the Town Council. Later, the CAC was formed with the dual purposes of a) assisting in providing information to the citizens and b) assisting the Town Council in formulating policies, objectives and standards.

D. Do you consider your public involvement a success? Please explain.  
Citizen response has been very strong in some areas...the questionnaire return rate, for example, was 30%. The weakest area thus far has been the poor attendance at public meeting. It is felt that a very good cross-section of citizen opinion has been gathered as of this date, but it could be improved.

E. List some key citizens in your public participation program: names, phone numbers.

Swansboro, NC 28584

A. J. Blackmon, 200 5th St.

O. A. Guin, 3 First St.

Kenneth Jorgenson, Box 627

John D. Licko, Box 785

Mary Wood, Box 843

Thomas Pitman, 14 Hammock Rd.

Craig M. Lisk, 40 Sabiston Dr.

### 2. Steps taken to inform local citizens about the CAMA program

A. Newspaper-Onslow Herald published informative article on CAMA and announces meeting dates ...has also helped with distribution of newsletter (reaches 90% of households); Jacksonville Daily News has covered most meetings (reaches 65% of all households)

B. Radio-meeting dates announced on WJNC, a station which covers Swansboro area as well as most of Onslow County

C. Television-no television coverage to date

D. Bulletins, Leaflets, Newsletters -A newsletter containing information on CAMA and its relationship to Swansboro was distributed to every household in town (700 total distributed as a supplement to the Onslow Herald)

E. Other Methods-Posters, giving the name and address of a local contact person from whom CAMA literature can be obtained (brochures, guidelines, etc.) have been displayed in several store windows around town.

3. Opportunities for citizens to provide input into land use planning

A. Personal interviews-The Nominal Group Technique (a method of citizen involvement which aids in obtaining consensus from a group of people) has been employed successfully at CAC meetings.

B. Surveys-Citizen Opinion Surveys were mailed to every known household in town. of the 346 distributed, a total of 104 have been returned. The information contained in the survey responses has been tabulated and will be used extensively.

C. Workshops and public meetings-A public meeting held August 14 was heavily advertised. Citizens were urged to attend in order to voice their opinions but attendance was very low.

D. Other Opportunities

4. Quality and quantity of feedback from the public

A. Approximate percentage of community providing input-Roughly 35% of all households (perhaps 20% of all persons) are providing good, solid, valuable input.

B. Are all ethnic groups and social strata involved? Yes. As of this date, everyone in town should be aware of his/her opportunity to participate and everyone should know that his/her opinions are wanted and needed.

C. Are non-residents and non-voters involved? Some non-residents who own property have been contacted. Both voters and non-voters are being asked to contribute to the planning program.

D. Future participation activities planned-A second citizen opinion survey is planned as well as additional CAC and public meetings. Public participation will continue to be encouraged throughout the planning period.

E. How are you reflecting the responses you are receiving into the land use plans? As information becomes available, it is collected and analyzed. The results of the various involvement techniques (e.g. surveys, interviews, group sessions, etc.) will then be fused into a statement of local land use policies, objectives, and standards. This statement (contingent upon approval by the Town Council) will then be incorporated into the land use plan.

At this point, a well-discernable pattern of opinion is emerging from the people. A draft statement of policies, objectives and standards should be complete within the next six (6) weeks.

Person Filing Report \_\_\_\_\_

Name of Community Town of Swansboro

Date of Report August 27, 1975

## CITIZEN OPINION SURVEY

FOR THE

TOWN OF SWANSBORO

Swansboro is preparing a land use plan in order to comply with the requirements of the Coastal Area Management Act of 1974. One of the most important aspects of land use planning is that the plan adequately reflect citizen opinions and attitudes toward the use of the community's land--both public and private. The following survey is intended to give each citizen the opportunity to express his opinion on land use problems and issues. Your cooperation in answering the following questions will be appreciated.

Swansboro Town Hall  
Swansboro, North Carolina 28584

1. Are you a permanent resident of Swansboro? (98) yes ( 3 ) no

2. How long have you lived in Swansboro?

23.7 Years

3. What is your age? 51.0

4. Do you live in a: (98) single-family house

- ( ) duplex
- (1) mobile home
- (2) apartment
- ( ) condominium

5. During the next five years would you like to see the population of Swansboro :

- (27) increase greatly
- (39) increase slightly
- (1) decrease greatly
- (7) decrease slightly
- (27) stay the same

6. Which of the following types of development would you like to see more or less of in Swansboro?

	<u>More</u>	<u>Less</u>
single-family housing	(55)	(5)
apartments	(19)	(28)
condominiums	(8)	(34)
mobile homes	(4)	(53)
commercial	(58)	(12)
industrial	(54)	(18)
public open space	(43)	(6)
public recreation facilities	(76)	(3)
(playgrounds and parks)		
other (specify)		

7. For what reasons did you chose to live in Swansboro?

- (26) born here
- (30) close to work
- (58) pleasant surroundings
- (20) associated with Marine Base
- (20) reasonably priced land and house
- (24) close to family and friends
- (32) retirement
- other \_\_\_\_\_

8. In which of the following areas do you feel more public funds should be spent?

	<u>More</u>	<u>Less</u>
water and sewer	(37)	(3)
garbage collection	(11)	(6)
fire and police protection	(44)	(3)
schools	(56)	(4)
parks and recreational	(68)	(3)
local planning	(27)	(5)
roads or public transit	(29)	(10)
environmental protection	(50)	(3)
industrial development	(39)	(15)
town management	(28)	(3)
other		

9. What do you like most about Swansboro?

Most prevalent responses: I. Quietness, small-town atmosphere  
 II. Friendliness  
 III. Access to water and natural surroundings

10. What do you like least about Swansboro?

I. Not enough shopping facilities  
 II. Lack of opportunities for young people  
 III. Parking problems

11. Do you think development should be permitted in the following areas --

	<u>Never</u>	<u>Seldom</u>	<u>Frequently</u>	<u>Always</u>
lands near inlets	(50)	(25)	(4)	(6)
beaches	(35)	(22)	(12)	(13)
marshes	(61)	(7)	(7)	(5)
dunes	(65)	(7)	(1)	(6)
inland waterway	(23)	(15)	(24)	(11)
other				

12. Is there any particular area or type of area within the Town limits or within one mile of the Town limits that you feel is unique or special and should be preserved or protected in its present state or form?

13. Please use the following space to make any additional comments you would like.

Thank you for your help and cooperation. This questionnaire should be returned to:

Swansboro Town Hall  
 Swansboro, North Carolina 28584

## SWANSBORO CITIZENS ADVISORY COMMITTEE

### A Brief Description of Purpose and Function

The Coastal Area Management Act was passed by the North Carolina General Assembly in 1974 "to enable the orderly growth and protection of natural resources in the coastal area of North Carolina." The development of land use plans by each of the twenty counties in Coastal North Carolina will be the first step in this direction. The Town of Swansboro, by virtue of its status as a qualified municipality, has been given the opportunity to produce its own land use plan, which will later be integrated into the overall Onslow County plan. This will give the town the chance to mold its own future rather than become subject to outside control. The Coastal Resources Commission, a fifteen member group appointed by the Governor to administer the Coastal Area Management process, has also asked each local planning unit to develop an extensive program of public participation so that each land use plan will adequately reflect the goals and desires of the local citizenry. The Swansboro Citizens Advisory Committee has been formed to assist in providing this public input into the town's land use plan.

A good public participation program consists of two phases: education and involvement. Before a citizen can become involved, he/she must first be informed; for the citizen to become involved, his/her opinions must be actively solicited. Education and involvement form the cornerstones of the work to be done by the Citizens Advisory Committee. We should try to learn as much as possible about the goals, desires and values of the townspeople, for the information which we gather will eventually be used to formulate a statement of local land use issues, goals, and objectives.

When educating the people of Swansboro, the CAC should be able to a) distribute information to the public, b) act as a contact between the professional planner and the interested citizens or citizens groups, and c) assist the professional planner in conducting public and neighborhood meetings. These are just a few examples, and the list should by no means be limited. It should be noted that the imaginations of committee members will be relied upon heavily to reach as many citizens as possible.

During the involvement phase, the results of the citizen opinion surveys and information gathered from citizens at various meetings will be analyzed and will provide a basis for the statement of local land use issues, goals, and objectives. At our September meeting (tentatively), this statement will be drafted and given to the Town Council to act upon. If the Council feels it reflects the sentiments of a majority of the townspeople, it will undoubtedly be approved and incorporated into the Swansboro Land Use Plan.

# SWANSBORO NEWSLETTER

All Citizens of the Town of Swansboro are urged to attend a Public Meeting on Thursday, August 14, 1975, at 8:00 PM in the Swansboro Town Hall. The Coastal Area Management Act and land use planning for Swansboro will be discussed. Please come and take part.

The Town of Swansboro is in the process of developing a land-use plan to meet the initial requirements of the Coastal Area Management Act of 1974. This legislation, passed last year by the North Carolina General Assembly, requests that "local governments in twenty counties in coastal North Carolina prepare a blueprint for their future growth and development". The land-use plan is the first phase of this blueprint, and must be completed by May 21, 1976.

The Coastal Resources Commission, a fifteen member group appointed by the Governor to supervise the planning process, feels that the best way to make a land-use plan work for the Town of Swansboro is for the people of Swansboro to have a voice in preparing the plan. First, the citizens must become acquainted with the Coastal Area Management Act; then, they should become actively involved. No single person or agency will be allowed to prepare a land use plan for the Town of Swansboro. Each and every citizen, however, shall be given the opportunity (and responsibility) to express his/her opinions and viewpoints concerning land use within the town. One method of obtaining public participation is the "Citizen Opinion Survey", a questionnaire which has been mailed to each household in Swansboro. Public Meetings and neighborhood group discussions should be held in the future in an effort to reach as many citizens as possible. A filmstrip program is available for church, civic, fraternal, etc., groups who would like to know more about Coastal Area Management and land-use planning.

It is sincerely hoped that when the land-use plan is submitted to the Coastal Resources Commission for approval in May of next year, each and every citizen of the Town of Swansboro will have taken some part in the plan's development. If the plan is to realistically reflect the public's ideas and attitudes, the people must become involved.

If you would like a questionnaire or more information on the Coastal Area Management Act, please drop by the Swansboro Town Hall. If you have received a questionnaire but have not yet completed it, please take a few minutes and do so. Your help and co-operation will be greatly appreciated. Thank you.

NORTH CAROLINA  
ONSLOW COUNTY

**PUBLIC NOTICE**

Notice is hereby given that the Town of Swanboro will hold a public hearing on May 6, 1976 at 7:30 PM in the Swanboro Town Hall. The purpose of the hearing is to receive comments and recommendations from public and private parties on the Swanboro Land Use Plan and the Land Use Plan Synopsis, as required by the Coastal Area Management Act of 1974. Copies of the Land Use Plan and Synopsis are available for public inspection at the Town Hall in Swanboro between the hours of 8:30 AM and 4:30 PM Monday through Friday. Comments and recommendations received will be considered for incorporation into the Plan prior to adoption.  
April 7, 19, May 3, 1976

**AFFIDAVIT OF PUBLICATION**

Before the undersigned, a Notary Public of said County and State, duly commissioned, qualified, and authorized by law to administer oaths,

personally appeared \_\_\_\_\_

M. J. McMillan, who being  
first duly sworn, deposes and says: that he (she) is \_\_\_\_\_

Treas & Controller  
(OWNER, PARTNER, PUBLISHER, OR OTHER OFFICER OR EMPLOYEE  
AUTHORIZED TO MAKE THIS AFFIDAVIT)

of THE DAILY NEWS, engaged in the publication of a newspaper known as THE DAILY NEWS, published, issued, and entered as second class mail in the City of Jacksonville, in said County and State; that he (she) is authorized to make this affidavit and sworn statement; that the notice or other legal advertisement, a true copy of which is attached hereto, was published in THE DAILY NEWS on the following dates:

April 7, 19, May 3, 1976

and that the said newspaper in which such notice, paper, document, or legal advertisement was published was, at the time of each and every such publication, a newspaper meeting all of the requirements and qualifications of Section 1-597 of the General Statutes of North Carolina and was a qualified newspaper within the meaning of Section 1-597 of the General Statutes of North Carolina.

This

12<sup>th</sup>

day of

May

1976

(SIGNATURE OF PERSON MAKING AFFIDAVIT)

Sworn to and subscribed before me, this

12<sup>th</sup>

day of

May

1976

NOTARY PUBLIC

My Commission expires:

June 19, 1976



**NOTICE OF  
PUBLIC HEARING**

Notice is hereby given, in accordance with the provisions of the Coastal Area Management Act of 1974 that the Town Councils of the Towns of Holly Ridge, Richlands, and Swansboro and the Commission of the County of Onslow will hold a joint city-county public hearing to receive comments and recommendations from public and private parties regarding Land Use Plans and Synopses.

The hearing will be held in the Superior Court Room of the Onslow County Courthouse on May 13, 1976 at 7:30 p.m. Copies of the Land Use Plans and/or Synopses are available for inspection at the office of the Clerk of Court in the Courthouse between the hours of 8:30 a.m. and 5:00 p.m. weekdays. Comments and recommendations received will be considered for incorporation into the Plans prior to adoption.  
April 13, May 10, 1976

**NORTH CAROLINA  
ONSLOW COUNTY**

**AFFIDAVIT OF PUBLICATION**

Before the undersigned, a Notary Public of said County and State, duly commissioned, qualified, and authorized by law to administer oaths,

personally appeared \_\_\_\_\_

*J. M. Robinson*, who being

first duly sworn, deposes and says: that he (she) is \_\_\_\_\_

*Co-Publisher*

(OWNER, PARTNER, PUBLISHER, OR OTHER OFFICER OR EMPLOYEE  
AUTHORIZED TO MAKE THIS AFFIDAVIT)

of THE DAILY NEWS, engaged in the publication of a newspaper known as THE DAILY NEWS, published, issued, and entered as second class mail in the City of Jacksonville, in said County and State; that he (she) is authorized to make this affidavit and sworn statement; that the notice or other legal advertisement, a true copy of which is attached hereto, was published in THE DAILY NEWS on the following dates:

*April 13, May 10, 1976*

and that the said newspaper in which such notice, paper, document, or legal advertisement was published was, at the time of each and every such publication, a newspaper meeting all of the requirements and qualifications of Section 1-597 of the General Statutes of North Carolina and was a qualified newspaper within the meaning of Section 1-597 of the General Statutes of North Carolina.

This *13<sup>th</sup>* day of *May*, 19 *76*

*J. M. Robinson*  
(SIGNATURE OF PERSON MAKING AFFIDAVIT)

Sworn to and subscribed before me, this *13<sup>th</sup>* day of

*May*, 19 *76*

*Freddie Scott*  
NOTARY PUBLIC

My Commission expires:

*June 19, 1976*

## Issues, Goals, and Objectives

A) If present population and economic trends continue, the Town of Swansboro will soon begin to find its supply of vacant land (suitable for development) nearly depleted. The vast majority of undeveloped land within the Town's limits presently occurs in large tracts under single ownership. This land, which lies generally in the northwest section of Town, could conceivably accommodate Swansboro's expected ten-year growth, provided, of course, that landowners would consent to development of their acreage. As a precautionary measure, the Town should begin to investigate the possibilities of expanding its present limits and jurisdiction. A well-conceived and equitable system of planned and controlled growth should, in the long-term, be of both individual and collective benefit to the citizens of Swansboro and the surrounding area. The results of a sound program in this direction might include: protection of investments in property, provision of municipal services (before the "need" becomes an "emergency"); improvement of the efficiency of the Town's activity systems, and enhancement of the physical appearance of the Town. This listing is by no means complete, in fact, it is but a beginning toward realizing the greater long-range benefits of such a program.

GOAL - Promote the controlled and orderly growth of Swansboro by creating a program capable of planning and managing the Town's land.

### OBJECTIVES -

- 1) Accommodate new development, where feasible, in vacant lands presently located within the Town's limits; encourage development unable to locate within the Town's limits in adjacent areas judged suitable for annexation.
- 2) Plan for extension of water, sewer and related city services to areas likely to experience development within the near future; in some cases, outlying areas should request annexation as a prerequisite for extension of city services, with annexation being judged on a cost-benefit basis to the Town.
- 3) Study and consider the enactment of a one mile extraterritorial jurisdiction ordinance, which would give the Town of Swansboro the authority to plan and regulate development in areas adjacent to the present Town's limits.

4) Enforce present development regulations (i.e. Building Inspection System, Zoning Ordinance, and National Flood Insurance Program) while recognizing the need to expand and update these regulations where necessary.

5) Consider enactment of an ordinance to regulate the subdivision of land in order to insure that certain design standards and criteria are met (e.g. street layout, drainage, etc.).

6) Continue to support and encourage citizen input and participation into the Town's planning and zoning decisions.

7) Pursue the funding and construction of a new sewage treatment plant under the 201 facilities program which meets standards of supervisory State and Federal agencies.

B) The Swansboro community recognizes that a sound economic structure provides the lifeline and support for the Town's existence as a deliverer of municipal services. Not only is a strong tax base a necessity, in addition, employment must be available for the citizens of the Town. These, of course, are very basic and elementary considerations; their articulation, however, can serve as a guide for decisions which will inevitably be made in the future concerning the Town's growth. A healthy economic structure will continue to enable the Town to meet its needs as well as those of its inhabitants.

As new development in the commercial and industrial section is proposed, it should be evaluated with due regard to the following economic goals and objectives:

GOAL - Stimulate desirable economic development within Swansboro while recognizing the deleterious effects which could result from developing too rapidly and/or beyond the Town's capacities.

OBJECTIVES -

- 1) Encourage a wide variety of retail trade as a means of achieving economic self-sufficiency.
- 2) Regulate location of commercial activities in order to prevent conflicting utilization of land.
- 3) Strengthen the economic vitality of the central business district in order to reduce deterioration; explore for methods of comfortably attracting new customers.
- 4) Evaluate the potential of city services to accommodate new commercial development, particularly industry, before annexing an area.
- 5) Provide guidance for commercial endeavors which may wish to locate in Swansboro; development should be encouraged only if these industries are deemed compatible with Swansboro's overall growth policy (e.g. industries should be small scale, with low pollution/noise levels).
- 6) Improve transportation and parking network (should it become necessary) in order to facilitate adequate ingress and egress within commercial activity centers.

C) The friendliness, tranquility, cleanliness, and pleasant natural environment of Swansboro are virtues which its citizens highly value. These features are somewhat unique in that they are very difficult to support with statistics, maps, records, etc. Because it is difficult to assess the benefits which a community derives from an aesthetically pleasing environment, decisions are often made in a town which give these items only secondary consideration. It is the feeling of the people of Swansboro that decisions regarding the Town's future should give primary consideration to the maintenance and improvement of these very important attributes, drawing upon the citizens' ideas and values as a standard for measurement.

GOAL - Maintain and improve the attractiveness of the cultural, historical, and natural environments.

OBJECTIVES -

- 1) Consider appointment of a Community Appearance Commission to supervise beautification.
- 2) Preserve the cultural and historical atmosphere of the downtown area by maintaining harmony in the architectural styles both now and in the future; repair and/or restore deteriorating structures.
- 3) Encourage the preservation of natural features (e.g. vegetation, contour) as new development occurs.
- 4) Develop a recreational area which serves a wide range of age groups.
- 5) Continue to operate the branch library.
- 6) Encourage environmental education in schools, civic groups, etc.
- 7) Preserve significant historical buildings and sites.
- 8) Encourage the beautification of the waterfront area while making a concerted effort to preserve its unique maritime atmosphere.

D) As a rule, the quality of housing in Swansboro is exceptionally good. Very few substandard units (perhaps 8-10) exist within the Town's limits, and there is no district which is severely blighted. In recent years, however, housing has been in short supply in the Swansboro area. Virtually all housing units within the Town are presently occupied, and if projected population increases hold true, the Town will face a serious housing shortage in the future. Because there are so few substandard units, it is not felt that there is a pressing need for low-cost public housing at this time.

There is presently a good deal of concern for the Town's sewerage system. Due to the inadequacy of the Town's sewage treatment plant, a moratorium on large sewer hookups has been placed into effect, and will continue until the present sewage treatment plant has been replaced by a more efficient system. Currently, large scale development must rely upon septic tanks for waste disposal. A 201 Facilities Plan is currently being undertaken by the engineering firm of Henry Von Oesen and Associates, and the findings of this study should be available in late 1975.

The Swansboro water system appears to be in good condition at this time. Peak demand presently runs some 200,000 gallons below maximum capacity per day.

GOAL - Provide adequate and reliable housing and public services to the people of Swansboro.

OBJECTIVES -

- 1) Protect the integrity of residential districts by enforcing the Zoning Ordinance.
- 2) Discourage scattered, low density, housing development which tends to produce urban sprawl.
- 3) Maintain an active Building Inspection System.
- 4) Discourage residential development in flood prone areas, enforce regulations of the National Flood Insurance Program.
- 5) Discourage excess residential development until new sewer system (tentatively to be funded by 201 Facilities Program,) goes into operation.

7) Maintain good police and fire protection; upgrade fire insurance rating if possible.

8) Provide sufficient facilities and means for disposal of solid waste material.

E) Productive natural resources within Swansboro consist primarily of marine-related resources, including marshland and estuarine waters. These areas are of extreme importance to the entire complex of marine life, for they provide an ideal habitat for certain species of marine animals. Shrimp, for example, utilize the estuaries for breeding purposes. Destruction or serious alteration of marshland and estuaries could have severe consequences on the life-bearing capacities of the ocean as a whole. Even though these areas occupy very little of the total area of Swansboro, the influence of the Town upon the surrounding region (such as urban water runoff) warrants concern, for pollution knows few political bounds. It is essential that the marshes and estuarine waters be protected at all times from unnecessary destruction or intrusion. The Town of Swansboro can play a crucial role in making decisions which could affect these vital areas. Conservation of surface and groundwater supplies, soils, air resources, woodlands, and productive agricultural areas should also be given close attention.

GOAL - Conserve the natural resources of the Swansboro area.

OBJECTIVES -

- 1) Abide by the regulations governing Areas of Environmental Concern which are to be issued by the Coastal Resources Commission.
- 2) Qualify as a permit letting agency under the Coastal Area Management Act.
- 3) Keep informed on environmental monitoring projects conducted in the area (such as pollution levels of air and water, and saltwater intrusion into groundwater supplies).
- 4) Encourage the education of the public in the field of conservation and protection of the natural environment.



#### IV. CONSTRAINTS

Until recently, the impacts of poorly planned growth upon the fragile environments of the coastal area have been largely ignored. Wetlands, for example, which are immensely complex biological areas have been dredged and filled indiscriminately. As a result of this alteration, many natural processes have been temporarily halted or destroyed forever. In fact, the entire marine food chain has been threatened by the loss of these critical areas. In addition, the leveling of sand dunes as a by-product of beachfront construction has maximized flooding and erosion potential; estuarine waters, considered to be the cradles of marine life, have been choked as a result of improper treatment of waste materials; and areas of historical and cultural value have been razed in favor of parking lots and hamburger stands. Clearly, if the quality of life which has attracted residents to the coastal area is to be maintained, a serious reappraisal of past trends in land development must be undertaken.

The Coastal Area Management Act was created not as a method of preventing growth, but as a system of managing growth which will inevitably take place (consistent with the desires of local citizens). Well-reasoned land use plans and controls prepared on the local level should aid in making sensible use of fragile environments. First, it will be necessary to understand the functions which these areas serve, then, to devise controls which will protect and preserve their integrity without unjustly damaging the rights of their lawful owners. (In some cases, the owners of the property will be the public at large).

In summary, it is felt that an effort to discourage the poorly planned development which has plagued the coastal area in the past is certainly not too late to begin. Land use planning can be the first step in this direction.

## A. Land Potential

The suitability of undeveloped land within Swansboro to support development is analyzed in this section with regard to, 1) physical limitations, 2) fragile areas, and 3) areas with resource potential. The land potential factors outlined here are those which apply directly to the Town of Swansboro--items such as frontal dunes and beaches, which do not exist in the Town, have been given consideration but have been omitted from the text of this report for the sake of brevity.

### 1) Physical Limitations

#### a) Hazard Areas

Estuarine erosive areas: According to a report issued by the United States Department of Agriculture, Soil Conservation Service dated August, 1975, the Swansboro area is experiencing no estuarine erosion at this time. Based on data accumulated over the past twenty-one years, Swansboro has lost no land to estuarine erosion, and in fact, portions of the Town's shoreline have been accreting.

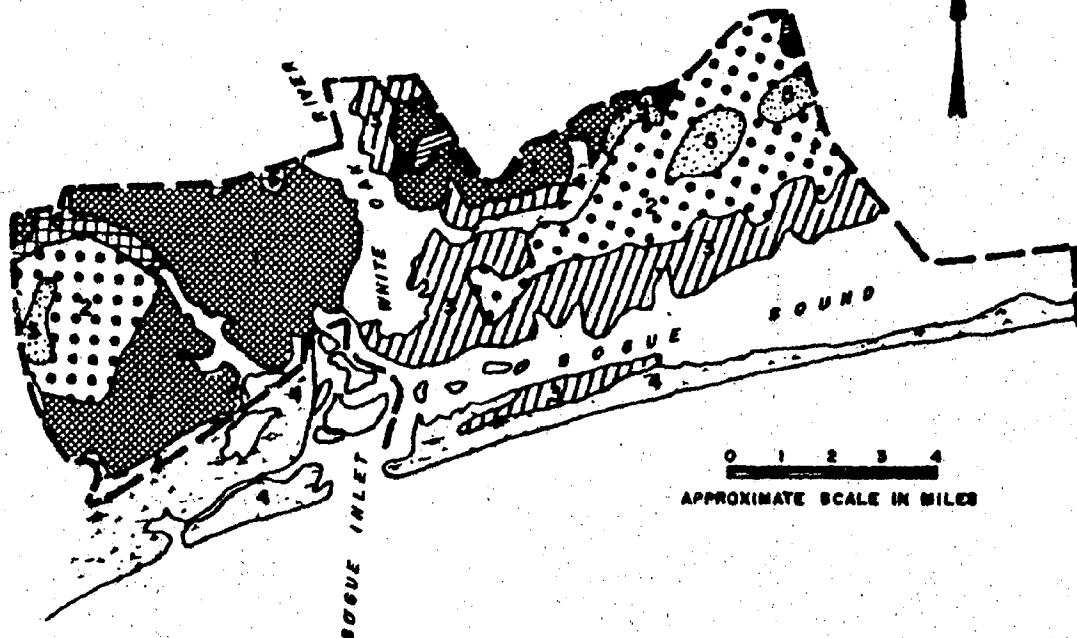
Flood hazard areas (coastal flood plain): Areas subject to flooding in Swansboro are described in Flood Prone Area Maps compiled by the United States Geological Survey under the direction of the Federal Insurance Administration. The boundaries of this area were determined by, a) stage frequency analysis and records of flooding, as well as, b) local wind-tide relationships. The boundary generally coincides with the ten foot contour interval, and reaches its farthest point inland near the intersection of Church and Elm Streets. A large portion of this area is now developed. In the future,

precautionary measures should be taken to ensure that new development occurring here is consistent with sound flood plain management techniques and conforms with the regulations of the National Flood Insurance Program. Swansboro is currently enrolled in the emergency phase of this program, which requires the Town to review all building permits and subdivision proposals in order to safeguard new development against damage by flooding. At a later date, a detailed mapping of the flood plain along with a ratemaking study will take place as a prerequisite for enrollment into the regular phase of the program.








b) Areas with Soil Limitations

The two most recent sources of soils information for Swansboro are found in a general soils map of Onslow County prepared by the U.S.D.A., Soil Conservation Service in 1972, along with a description of soil associations in the Coastal Area Management region (no maps of this date) authored by Phillips, Broome, Aull, et al in 1975. The former delineates nine soil associations, one of which, the Onslow - Lumbee association, covers the entire Town. This association is generally described as "nearly level to gently sloping, moderately-well to poorly drained soils with an intermittent subsurface layer of thin hardpan and friable sandy-clay loam subsoils." According to the Onslow County A.S.C.S. office, the majority of the land in Swansboro lies within the Onslow soil, with smaller pockets of the Lumbee soil scattered throughout town. The Lumbee is usually found adjacent to water bodies (e.g. flood plains) while the Onslow generally occurs at higher elevations.

# GENERAL SOIL MAP



## LEGEND

-  **ONSLOW - LUMBEE ASSOCIATION:** Nearly level to gently sloping moderately well to poorly drained soils with an intermittent subsurface layer of thin hardpan and friable sandy clay loam subsoils.
-  **LEON - LYNNHAVEN ASSOCIATION:** Nearly level somewhat poorly to very poorly drained soils with sand surface layers and dark reddish brown sandy hardpan subsoil.
-  **LAKELAND - BAYMEADE - DRAGSTON ASSOCIATION:** Excessively drained sandy soils to somewhat poorly drained soils with sandy loam subsoils.
-  **TIDAL MARSH - COASTAL BEACH ASSOCIATION:** Nearly level land overflowed by high tide water and sand dunes.
-  **PONZER - PAMLICO ASSOCIATION:** Very poorly drained organic soils 12 to 80 inches of muck over sandy to loamy textured soils.
-  **JOHNSTON - BIBB ASSOCIATION:** Nearly level very poorly to poorly drained soils on flood plains in drainage ways.
-  **PORTSMOUTH - TORHUNTA ASSOCIATION:** Nearly level very poorly drained soils with black surface layers and gray friable sandy loam to sandy clay loam subsoils.

SOURCE: U.S. DEPARTMENT OF AGRICULTURE  
SOIL CONSERVATION SERVICE  
RALEIGH, N.C.

The 1975 study places Swansboro in the Onslow - Rains - Norfolk association. Onslow and Norfolk are the more frequent of the three, as there are very few occurrences of the Rains series. Natural drainage is good in both soils, although internal drainage is somewhat retarded in the Onslow series due to the presence of a hardpan layer about six inches below the surface.

A detailed soils mapping of the Town of Swansboro should be completed in early 1976. The following tables describe soil characteristics of the Swansboro area:

## LIMITATIONS FOR SUITABILITY FOR

### Abbreviations for Limiting Factors:

TSC - Traffic supporting capacity

2/ Refers to roads and streets that have subsoil for base

c) Sources of Water Supply

Located in the White Oak River Basin, Swansboro derives its water supply from groundwater resources. Not in proximity to Class A2 surface waters, Swansboro is not in a designated public water supply watershed.

The hydrogeology of Swansboro is not well known. The Post-Miocene Aquifer exists between land surface and an estimated 80 feet below land surface; groundwater is stored under water table and semi-artesian conditions in unconsolidated sand. Below the Post-Miocene Aquifer is the Tertiary System Aquifer from 80 feet below land surface to an estimated 220 feet below land surface. The Tertiary System Aquifer is thought to consist mostly of limestone, and is artesian. Next is the Cretaceous System Aquifer, from 220 feet to an unknown depth, where groundwater is stored under artesian and flowing artesian conditions in unconsolidated sands.

Potable groundwater in significant quantities is available both the Post-Miocene and Tertiary System Aquifers. Potable groundwater in usable quantities is available in the Upper Cretaceous Aquifer. Brackish groundwater occurs in the Middle and Lower Cretaceous System Aquifers.

The Post-Miocene Aquifer receives recharge by direct infiltration of rainfall. Under favorable circumstances, it is probable the Post-Miocene Aquifer contributes recharge to the Tertiary System Aquifer.

The City of Swansboro derives its supply of water from two wells exposed in the Upper Cretaceous System Aquifer. These wells provide 350,000 GPD capacity. The city is not now experiencing water problems and should not in the future with reasonable use of available supplies.



2) Fragile Areas

a) Coastal Wetlands

A small parcel of marshland less than ten acres in total area exists just inside the Town limits adjacent to the elementary school. The marsh consists primarily of Spartina alterniflora, which grades into higher marsh grasses as one approaches the peripheries. This, of course, is part of an extremely fragile area which plays a critical role in the marine environment. This marsh will almost certainly be declared an Area of Environmental Concern by the Coastal Resources Commission. If so, special protection and control of land uses within the marsh would begin.

d) Estuarine Waters

The Town of Swansboro is focused upon, and derives much of its livelihood from the White Oak River. The White Oak originates approximately twenty-five miles inland from Swansboro along the Jones County - Onslow County border and flows to the Atlantic Ocean. According to an agreement adopted by the Wildlife Resources Commission and the North Carolina Department of Conservation and Development in 1965, waters of the White Oak seaward of Stella, N.C. are considered commercial fishing waters and are regulated by the Division of Marine Fisheries. These same commercial waters are also considered estuarine waters under North Carolina G.S. 113(n)(2). Swansboro occupies approximately 1.5 miles of shoreline along the White Oak estuary.

e) Public Trust Waters

In the case of Swansboro, public trust waters are for all practical purposes identical to estuarine waters. (Please refer to preceding section for description of public trust waters).

g) Areas That Sustain Remnant Species

The Preliminary List of Endangered Plant and Animal Species in North Carolina lists the following threatened species in the White Oak - Onslow area:

<u>Species</u>	<u>Preferred Habitat</u>	<u>Status</u>
Hyla andersoni (Pine barren treefrog)	Shrub bogs, pocosions	Undetermined
Alligator mississippiensis (American alligator)	Coastal rivers, lakes, estuaries	Peripheral- endangered in N.C.
Crotalus adamanteus (Eastern diamond rattlesnake)	Sandy pine flatwoods, thick bogs	Peripheral - rare in N.C.

k) Archaeologic and Historic Sites

The North Carolina Department of Cultural Resources has compiled a listing of significant cultural and historical places in the Coastal Area Management region. Three sites, extracted from the Onslow County list, are located within the Swansboro Town limits. One of these, the Ringware House, has been approved by the state to be included in the National Register of Historic Places.

<u>Site</u>	<u>Location</u>	<u>Ownership</u>
Brick Store	N. Corner of Main/Front St.	Private
Ringware House	S. Corner of Main/Elm St.	Private
Harker Ebenezer House	18 Elm St.	Private

It should also be noted that the entire downtown area of Swansboro possesses a unique cultural and historical atmosphere. This could possibly be construed as a constraint for new development in the immediate downtown area.

3) Areas with Resource Potential

a) Productive and Unique Agricultural Lands

Most of the undeveloped land north of Wise's Branch is used for either farming or woodland. A good deal of the agricultural land

is planted in crops, such as corn. The value of these lands is very difficult to assess in terms of dollars and cents, since agricultural output figures are not disaggregated for municipalities. The very existence of this type of land use in what is essentially an urban setting, however, should raise some important questions concerning its potential as a resource. Should cities foster agricultural land use within their boundaries? Deed holders will probably be coaxed by economic circumstances to develop their land within the near future.

## B. Capacity of Community Facilities

Municipal services currently provided by the Town of Swansboro include water and sewer service; fire and police protection; and waste collection-disposal. (Public schools in the Swansboro area are administered through the Onslow County Board of Education). Roughly 54% of the funds which support government services in Swansboro are derived from ad valorem taxes, ABC revenues and privilege licenses account for about 8%, while the remainder (38%) comes from miscellaneous sources.

The results of the Citizen Opinion Survey conducted during the summer of 1975 indicate that most townspeople are very satisfied with the service they receive from the Town. It was generally felt that municipal services are well-organized, efficient, and reasonably priced through city taxes. If a decision were to be made, most responders would prefer more public funds spent on municipal services as opposed to less.

Water System: Swansboro's water supply is extracted from two deep wells (290 feet) located in the vicinity of Fifth and Sabiston Drive. These wells pump water at a combined rate of 650 gallons per minute and supply the Town with a maximum daily capacity of 350,000 gallons. The peak daily load on the water system as of early 1974 was about 150,000 gallons, leaving a surplus of 200,000 gallons per day. Water is presently stored both overhead (100,000 gallons) and in the ground (250,000 gallons). The surplus capacity of the Town's water system should enable the Town to accommodate additional growth with very little strain.

Virtually all developed areas in Swansboro are located adjacent to water distribution lines, as are some areas on the periphery of the Town (but outside of the corporate limits). Extraterritorial water customers are currently charged at a rate one and one-half times the in-town rate.

Swansboro's water treatment plant was completed in 1969 and should be adequate to serve the Town for several years to come. The water system is looped and utilizes chlorination for treatment purposes.

Sewer System: Sewer service in Swansboro is provided to most areas of the Town, generally following the route of water lines. The Town's wastewater treatment plant, located near the intersection of Main Street and Corbett Avenue, consists of an Imhoff tank, a bar screen, and sludge drying beds. This type of treatment, termed "primary treatment", represents a minimum level of sewage treatment, and is not judged adequate to meet the minimum water quality standards of the White Oak River Basin (according to a report issued by the North Carolina Environmental Management Commission). The plant's capacity is adequate (300,000 gallons per day of which 200,000 is surplus capacity), and should be able to protect water quality standards in the White Oak if it is upgraded to "secondary treatment" as defined by the Environmental Protection Agency. Three lift stations aid in the collection of wastewater to the treatment plant, but most of the flow is gravity-induced. Roughly 84% of the total of 29,100 feet of sewer is eight-inch line; another 14% is ten-inch, and the remainder twelve inch line.

Town officials are very anxious to remedy the sewer situation as soon as possible. The present treatment plant, which is over 20 years old, was in the process of being improved when 201 facilities regulations were issued by the federal government. The 201 program requires that an extensive wastewater treatment plan be conducted before federal funds are approved for construction of municipal sewerage facilities. The 201 Plan for the Swansboro Facility Planning Area is being prepared by Henry Von Oesen and Associates of Wilmington, N.C., and should be completed by December 1975.

As a rule of thumb, lot sizes should be scaled to the following sizes in order to prevent health hazards. In areas not presently served by sewer systems, applications for permits to operate septic tanks should be carefully reviewed by the Onslow County Health Department in order to determine the capability of soils at the site to assimilate waste materials. The following are recommendations and are by no means conclusive:

1. Lots served by both public water and public sewer should have an area of at least eight-thousand (8,000) square feet.
2. Lots served by public sewer but not public water should have an area of at least ten-thousand (10,000) square feet.
3. Lots served by only public water or by neither public water or sewer should have an area of at least twenty-thousand (20,000) square feet. This requirement should be increased on the recommendation of the County Health Department based on investigations of percolation rates and subsoil conditions.
4. Lots served by a septic tank system and located on a watershed of a Class I or II reservoir or on the watershed of a portion of a Class A-II stream extended from a Class I reservoir to a downstream intake to a water purification plant should contain at least forty-thousand (40,000) square feet of area suitable for a septic tank system location and operation. The location and extent of these watersheds is determined by the State Board of Health, Department of Human Resources.

The Division of Environmental Management of the North Carolina Dept. of Nat'l. & Econ. Res. is responsible for issuing permits for nondischarging wastewater disposal systems of 3,000 GPD or more as well as all discharging systems. The Division of Health Services of the North Carolina Department of Human Resources, operating through various county health departments is responsible for nondischarging systems of 3,000 GPD or less. The former enforces Environmental Management Commission Regulation 2-89, which governs disposal of sewage from any residence, place of business, or place of public assembly in North Carolina and Regulation 2-79 for the treatment and disposal of sewage in the coastal area of North Carolina. The Division of Health Services has indefinitely postponed adoption of similar rules and regulations for waste disposal systems falling within its jurisdiction, which includes the vast majority of residential septic tanks.

Perhaps the best indicator of Swansboro's wastewater treatment problem is reflected in the fact that the Swansboro area is ranked fifth on the state's Grant Funding List for F.Y. 1975. A moratorium on large-scale sewer hookups (i.e. the proposed shopping center) has been placed into effect until the sewage treatment plant is upgraded. The shopping center, for example, will rely upon a large septic tank for waste disposal. It is hoped that the necessary improvements on the sewer system can be made within the next two to three years, and that all water quality regulations can be adhered to as a result of the improved facilities.

Fire and Police Protection: Swansboro maintains a police force consisting of four men and two patrol cars. The police station is located in the Municipal Building and is supplemented by law enforcement from the Onslow County Sheriff's Department.

Fire protection is provided by a volunteer force of 40 firemen. Equipment includes a 1964 truck, 250 GPM capacity; a 1966 truck, 750 GPM capacity; 1972 truck, 750 GPM capacity, all housed on Sabiston Drive. The Town's fire insurance rating is presently class NBFU 8.

Solid Waste Collection: The Town presently contracts with a private refuse collection firm to gather solid waste within the Town. Pickups are made six days a week. The disposal site is located north of Jacksonville, some forty miles away.

Housing: The overall quality of housing within Swansboro is very good. A recent windshield survey of land use indicated that there were very few deteriorated or dilapidated housing units in the Town, and in fact, over 90% of the units were judged sound. There are some residential areas which are much older than others, but none of these districts were judged extremely poor in overall condition.



The accompanying table illustrates housing conditions in Swansboro relative to Onslow County and the state. "Overcrowding" is defined as 1.01 or more persons per room, and "substandard" implies that the unit lacks complete plumbing facilities.

	<u>Swansboro</u>	<u>Onslow</u>	<u>N.C.</u>
Total Units	410	24,547	1,641,222
Occupied	373 (91.0%)	22,761 (92.7%)	92.0%
Owner	273 (73.2)	11,117 (48.8)	65.4%
Rental	100 (26.8)	11,644 (51.2)	34.6%
Vacancies	37	1,786	-----
Rate	8.8%	7.3%	8.0%
Overcrowding	28	2,553	-----
Rate	7.5%	10.4%	10.2%
Substandard	11	2,017	-----
Rate	2.7%	8.2%	14.3%

Streets and Highways: Swansboro received Powell Bill funds for 1975 totaling \$15,205.68. This figure was based on an estimated population of 1,310 persons and a city-maintained street mileage of 5.23 miles. The state maintains approximately 2.80 miles of highway in Swansboro (unofficially).

Recreation: Swansboro currently does not maintain a developed area for recreation, but plans have been made for the development of a 17.5 acre recreation complex (bounded by NC 24 and SR 1447); this plan is hoped to be implemented as soon as funding is available.

The North Carolina Department of Transportation's Seven Year Highway Improvement Program (October 1973) includes a project for the widening of N.C. 24 from Hubert to Swansboro. This segment of highway, 7.6 miles in length "will be upgraded to a four lane divided highway...a bypass of Hubert and a five lane curb and gutter section at Swansboro are planned." As of March 1976, this project was undergoing construction and the major portion of the highway through the corporate limits of Swansboro was near completion. Once finished, the highway should relieve any traffic congestion which the area may have experienced prior to the widening. Large scale development, such as the proposed shopping center, should be adequately served by the new highway and should not have a serious impact upon the capacity of the road. "No significant alterations of land use or character of the area is anticipated, since most of the project follows the existing N.C. 24 corridor."

N.C. 24 is currently four laned from Jacksonville to Hubert and is the most direct route from Jacksonville to Morehead City; it also serves as the most convenient route from many points west (e.g. the Fayetteville area and most of the lower Piedmont) to the Carteret County beaches. Due to the fact that the five land road will funnel directly onto a two lane bridge over the White Oak River at the southern edge of Swansboro, special caution should be exercised to ensure that land uses in the immediate vicinity of this "bottleneck" do not add to the potential congestion of the area.

N.C. 24 - Capacities and Flows at Swansboro

Average daily traffic before construction (1970)	6,100
Current average daily traffic	8,000
Capacity before improvement	4,000
Capacity after improvement	23,400

V. ESTIMATED DEMAND

A. Population and Economy

1) Population

Ten year population projections for Swansboro have been developed employing three different methods. The arithmetic method, which asserts that numerical changes in population in the past are likely to recur in the future, yields a low 1985 population of 1511 persons. The geometric method based on percentage changes, gives a high total of 1929 persons. The least-squares method, based on a regression analysis, yields the mid-range population of 1551 persons in the year 1985.

The least-squares method appears to best represent the ten year growth of Swansboro. The results of the Citizen Opinion Survey indicate that most of the townspeople would like for the Town to grow, but space limitations will probably act to place a ceiling on the total population which the Town (within its present boundaries) can comfortably accommodate. Annexation, of course, might cause the population to swell considerably higher. The projection of 1551 persons attempts to balance the effects of both space limitations and possible annexation over the coming decade.

The present (1975) population of Swansboro is estimated to be approximately 1250.

<u>Arithmetic</u>	<u>Geometric</u>	<u>Least-Squares</u>
1980=1410	1980=1645	1980=1426
1985=1511	1985=1929	1985=1551
1990=1613	1990=2242	1990=1676

The new wastewater treatment facility now scheduled for completion in December 1977, should provide the Town with a level of treatment (i.e. secondary) necessary to meet the minimum water quality standards of the White Oak River, and consequently the capacity to allow added growth. Enough vacant land now exists within the corporate limits to accommodate the projected ten year population, but services such as water and sewer will have to be extended to these areas in order for them to reach their optimum development potential. Beyond the ten year period, growth will almost certainly be forced to take place outside of the present Town Limits. For this reason, citizens have expressed concern for the control of development along the periphery of Swansboro.

If present trends continue and local values tend to favor growth, Swansboro could conceivably reach a population of 2500 persons by the turn of the century and perhaps as many as 6000 persons during the next fifty years. Projections for small towns covering twenty-five years or more are at best an "educated guess" and should not be regarded as being conclusive.

## 2) Economy

As has been outlined in the "present conditions" portion of the data collection and analysis discussion, Swansboro is presently experiencing a period of economic growth. If the proposed shopping center becomes a reality, the complexion of retail trade in Swansboro could be altered somewhat. Among the effects which the shopping center could have on the local economy are a) more retail dollars would be kept in Swansboro by lessening the Town's dependence on Jacksonville and b) business in the downtown area could be reduced.

It is recognized that Swansboro is a small town and that principles of economic behavior which relate to larger cities are not necessarily applicable to Swansboro's case. The shopping center, for example, should not create any serious economic problems for the Town, but its weight will still be felt. In a large city, the placement of a shopping complex in the suburbs could cause a severe stagnation of the city's central business district. Swansboro's downtown area, on the other hand, possesses a great deal of historical, cultural and scenic potential which, if managed properly, could provide a lifeline to economic vitality for decades to come.

This discussion of economic trends is by no means conclusive - - in actuality, forces not within the jurisdiction of local government (e.g. inflation, recession, national monetary policy) will in most cases ultimately determine a locality's economic future. These forces are not known to be affecting Swansboro in any unusual manner at this time.

## B. Future Land Needs

The Coastal Area Management Act local planning guidelines define five categories for the classification of future land use: 1) Developed 2) Transition 3) Community 4) Rural and 5) Conservation. Most of the land in Swansboro will fall into either the Developed or Transition classes; the amount of Rural and Conservation land will be somewhat smaller. It is possible that a few scattered parcels of Community land might also be projected. The present land classification system is applicable primarily to counties, however, and its utility in planning for land use in municipalities must be questioned. The guidelines, for example, define Developed land as "areas with a minimum gross density of 2,000 people per square mile." By fixing the town limits as the boundaries of a sample area, it is discovered that roughly 1,250 persons are situated on one-half square mile--this, of course, produces a ratio of 2,500 persons per square mile. Should the entire Town of Swansboro then be considered Developed? Not necessarily, for the guidelines also state that Developed land must "at a minimum contain existing public services including water and sewer, educational, and road systems." Even though the Town as a whole is adequately served by these systems, there are about 120 acres of agricultural and forest land which are served by neither water/sewer nor roads. It is clear that a good deal of this land should be classified Transition, for in all likelihood, this will become the reserve upon which the Town will draw in order to accommodate future growth (in addition to lands presently recorded as undeveloped).

Transition areas must, by definition, "be no greater than that required to accommodate the estimated (county) population growth at a minimum gross density of 2,000 people per square mile." The purpose of this class is to identify "lands where moderate to high density growth is to be encouraged and where any such growth that is permitted by local regulation will be provided with the necessary public services." Accordingly, Swansboro will

be able to designate a maximum of 96 acres of Transition land, based upon its expected ten-year growth of 300 persons.

Community lands will consist of "existing or new clusters of low density development not requiring major public services." There will be very few areas of this class in Swansboro. Lands considered Community in Swansboro will be those which contain structures, but which are not served by the water and sewer systems.

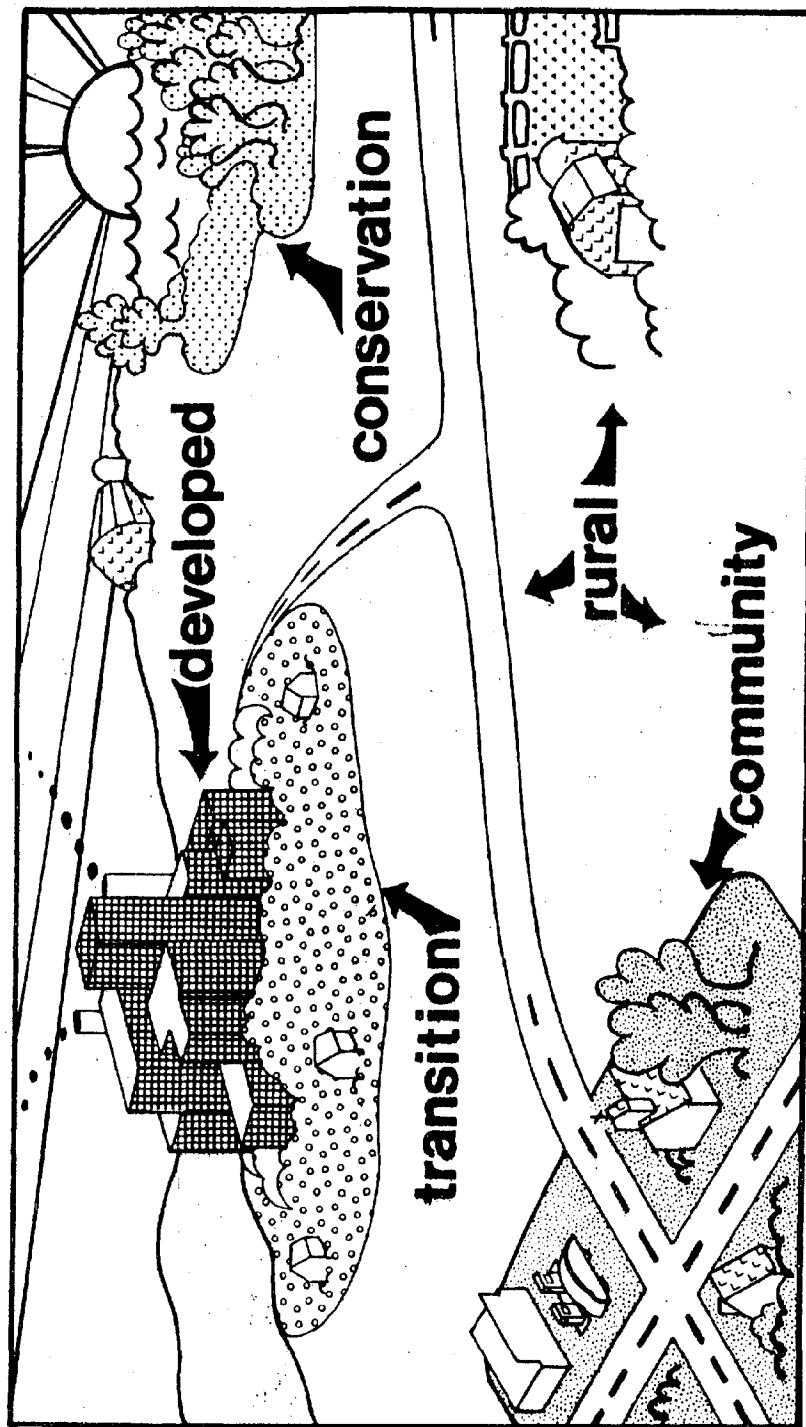
Rural lands are "all lands not in the Developed, Transition, Community and Conservation classes." Following designation of the Developed, Community and Conservation lands and allocation of Transition lands, the areas which remain will be classified Rural.

Conservation lands are those which are not well-suited for future development and "should be maintained essentially in (their) natural state." Fragile, hazardous, and natural resource areas will be considered for the Conservation class. In Swansboro, these will include, but will not necessarily be limited to: wetlands, floodways, watersheds, surface waters, and historical sites.

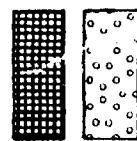
As an appendix to the classification system outlined in the local planning guidelines, Transition lands will be further broken down into specific categories, coinciding with those listed as urban/built-up in the existing land use section. In addition to being projected aggregately (as Transition land) residential, commercial, industrial, etc. lands will be projected separately. It is felt that local officials will better comprehend and be able to relate land use decisions to categories which are somewhat more concrete than those contained in the guidelines. It is recognized, of course, that on a larger scale (i.e. the twenty county coastal region) delineations this specific would be too strenuous to place into general practice. For these reasons, two separate classification schemes will be employed in this plan, the rationale being that the Transition



class by definition implies the provision of additional land into which the urban/built-up functions can expand. The projected land needs of the urban/built-up functions will be integrated with and become components of the Transition class. In no event, however, shall the sum total of land allocated to the specific urban/built-up uses exceed the total amount of land set aside for the Transition class (that is, 96 acres). It is hoped that this additional classification system will provide a worthwhile tool for the local government of Swansboro.

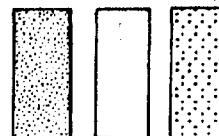


Under the land classification system all land will be placed into one of five classes.



The Developed class will include existing urban areas which are currently supplied with a full range of public services including water and sewer facilities.

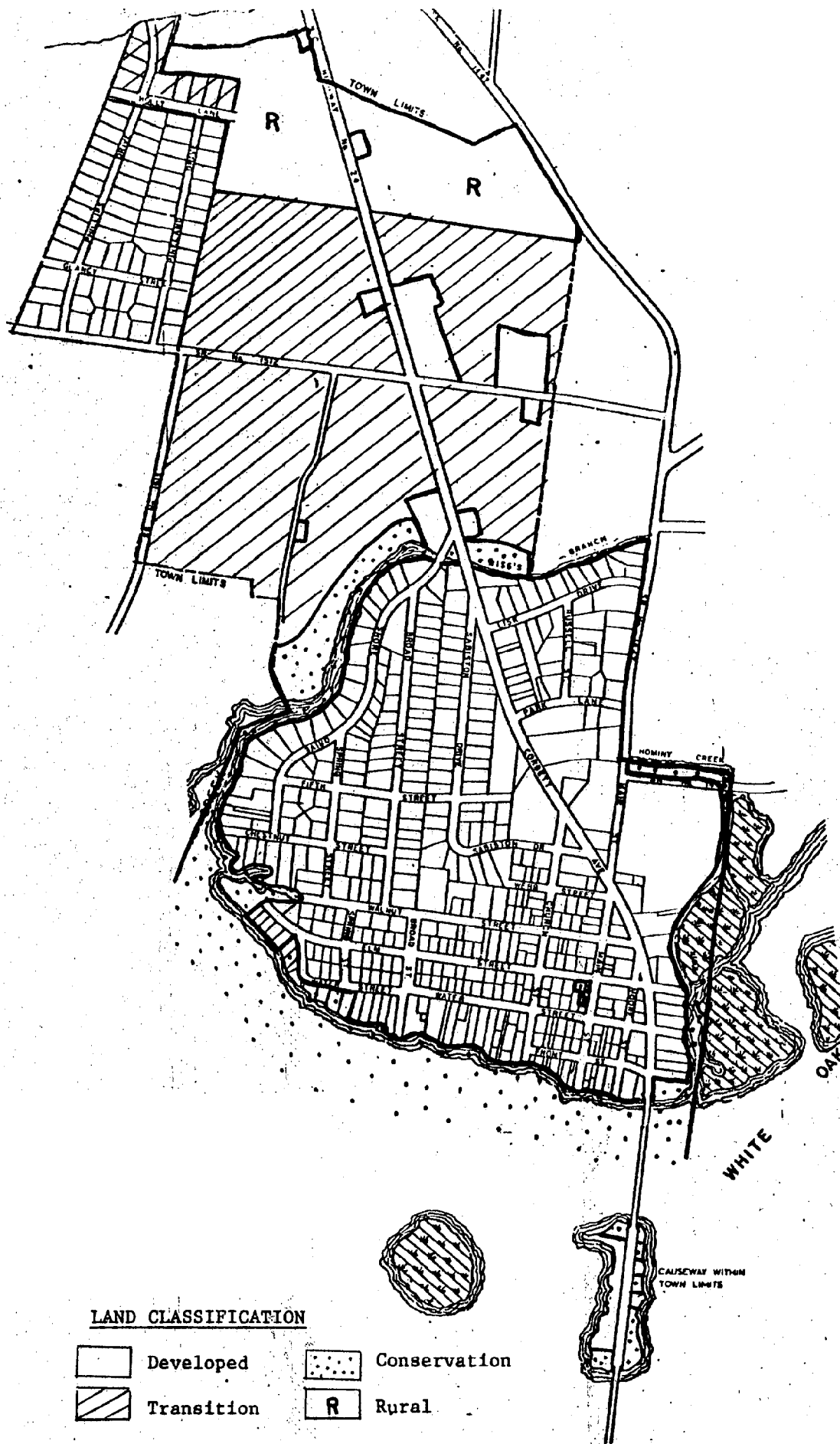
The Transition class will identify those areas with land good for urban development which will be supplied with public services to accommodate future population and economic growth.



The Community class will include existing clustered rural residential and commercial areas such as crossroads developments. These areas may require a public water system but public sewers should not be allowed.

The Rural class will identify those lands good for agriculture, forestry, mining, and other land uses such as rural housing depending on private wells and septic tanks.

The Conservation class will identify those areas which due to their significant, limited, or irreplaceable natural, recreational, or scenic resources need to be protected.



(Detailed Future Land Use Map on display  
at Town Hall)

The primary focus of the future land use map is on locational arrangements rather than specific allocations of space. The fact that approximately ten acres of government-institutional land appears on the map sandwiched between the Swansboro Heights residential area and the proposed shopping facility, for example, should not be construed to mean that ten and only ten acres of this land use will be allowed. Rather, it is intended to suggest that government-institutional land uses (e.g. churches, schools, etc.) serve as a good buffers between residential and commercial lands, relieve the friction between the two, and create an appealing situation for all parties involved. Ideally, the land use plan is not site-specific, but recommends a generalized pattern for the entire town.

Both the land classification map and the future land use map are flexible with regard to exact allocations of space, yet future space needs are essential in determining how large each "piece" of the land use "puzzle" should be. The following table reflects space needs for the year 1985, working within the ceiling of 96 acres of land for expansion (Transition) placed into effect by the Coastal Area Management Act guidelines. The first column lists existing acreage; the second describes acreage based directly upon a ten year population increase of 25%; and the third takes into account certain assumptions and safety factors, such as the expressed desire for more commercial facilities in the town. The totals listed in the second and third columns are 25% and 96 acres greater than the first column respectively.

	<u>Existing</u>	<u>Population-Based</u>	<u>w/Safety Factor</u>
Residential	106.46	129.32	145.00
Commercial	17.31	21.63	35.00
Industrial	1.83	2.28	8.00
Transportation, Comm., Util.	30.40	38.00	40.00
Government-Institutional	16.99	21.20	30.00
Cultural, Ent., Rec.	.68	.85	8.00
	<u>170.67</u>	<u>213.28</u>	<u>266.00</u>

The classification of land in Swansboro has been based upon a) the growth goals which the local citizenry has expressed and b) the policies which the municipal government feels it should follow in order to efficiently discharge its obligation of providing necessary services to the Town's people at the lowest possible costs. The area designated Transition on the land classification map is perhaps the pivotal point of the entire land use plan. This area was designated for several different reasons. First and foremost, the citizens have expressed a desire for the Town to grow; second, the governing body would hope that growth would occur as close as possible to the presently developed area in order to reduce the costs of providing services such as water, sewer, fire, police, solid waste, etc.

For these goals as well as the full range of goals and objectives listed earlier in the plan to be accomplished, new growth should be actively encouraged to locate in the area labeled Transition. The areas designated Rural are those which will be left over if development occurs according to the plan during the decade, yielding the recreational and open spaces which a large number of citizens have requested. Conservation and Developed lands were considered to be automatically defined by the guidelines, and Community lands were felt to be irrelevant to small-town planning.

Noteworthy at this point is a discussion of the relationship between the Town of Swansboro's and Onslow County's land use plans. The planning program in Swansboro has been somewhat hindered by the lack of one-mile extraterritorial control, which would grant the Town of Swansboro the authority to plan and manage an area up to one mile beyond the present corporate limits. An ordinance to this effect will probably be passed in the near future. There are a few areas on the fringes of Swansboro which will likely become developed soon, and possibly absorb a portion of the projected growth. (The Onslow County plan will probably

indicate these areas as Transition land). The Swansboro Land Use Plan should be viewed as a policy statement; i.e., if the projected growth occurs and if that growth wishes to locate within the present corporate limits, then it should located in the Transition area. Local officials have expressed a desire to expand the land use planning program to include the extraterritorial area during FY 1976-77, and a clarification of the extraterritorial question should be addressed at that time.

Generally, it is felt that the detailed future land use map better represents the conclusions of the land use plan. The desire for expanded commercial growth, the need for a downtown parking area, and the problems of conflicting land uses along commercial-residential interfaces, for example, are more definitively portrayed on this map than on the more concept-oriented land classification map.

C. Community Facilities Demand

- Major emphasis will center upon completion of municipal sewer system (2-3 years)
- Water system judged adequate to serve Town in coming decade
- Widening of NC 24 presently underway should facilitate smooth flow of traffic through Swansboro in coming decade
- Parking facilities in the downtown area should be expanded if active business is to be maintained
- Installment of storm sewers in areas experiencing drainage problems should be considered
- Completion of new junior high school now in progress should relieve any excess pressure presently on the school system in the Swansboro area
- If Town grows according to projected 1985 population, police force should be expanded proportionately
- Town should study the possibility of upgrading its fire insurance rating to Class 7
- Water and sewer lines will need to be extended to development occurring in Transition area (main lines are already in place to serve these areas)
- Town should pursue the funding and construction of 17.5 acre recreation area now in planning stage



The 201 Facilities Plan for the Swansboro area was completed and distributed to local government officials on March 4, 1976. Basically, the plan recommends that the Town of Swansboro be given the "green light" to begin construction of a 260,000 GPD wastewater treatment plant on Foster's Creek (pending review from supervisory agencies).

"The facility will serve the Town of Swansboro and some unincorporated areas of Onslow County. The facility will be located on a site adjacent to Foster's Creek, a tributary to the White Oak River, which is classified "SC". An 0.26 MGD activated sludge (complete mix) facility is proposed which will discharge disinfected effluent into Foster's Creek. The existing treatment facility will be abandoned and the existing site will be used for a new 0.3 MGD pumping station to divest raw wastewater from the presently sewered Town areas to the new facility. A new 0.1 MGD pumping station will be constructed near the Swansboro High School on N.C. 24. This station will pump raw wastewater from the presently developed areas surrounding the high school via a new 8-inch force main to the new facility. The facility will be constructed and placed into operation during 1977 and will serve that sub-area's needs until the year 1997."\*

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\*Excerpted from Swansboro 201 Facilities Plan prepared by Henry von Oesen & Assoc., Wilmington, NC, Feb. 1976; p. 141-142.

When completed, the new wastewater treatment plant should provide Swansboro with sufficient public facilities for the accommodation of projected growth. The cost of the new system is outlined in the table below. The Town will need to extend its bonded indebtedness in order to finance the facility.

The Town should need no major expansion of its water system in order to service projected growth. The costs of providing services such as police and fire protection, solid waste collection, etc. will increase in proportion to the rate of growth, but should be able to be financed from the additional revenue generated by the larger tax base.

ESTIMATED PROJECT COST  
SWANSBORO, N.C.  
(FACILITY PLAN OPTION B-1)

<u>CONSTRUCTION PERIOD: 1976-1977</u>		<u>Capital Costs</u>	<u>Annual O&amp;M</u>
Total Project Costs		\$ 1,083,160.	\$ 39,430.
Federal Grant Request		766,620.	
State Grant Request		129,145.	
Local Share		187,400.	39,430.
Debt Service .....	\$ 11,109/year		
Total annual cost.....	\$ 50,529/year		
(Debt service + Annual O&M)			
Estimated Annual Cost per Taxpayer = 530.64			

There were 410 residential units in Swansboro in 1970, of which only 17 were either for rent or vacant for sale. It is estimated that 10 units have been constructed since 1970. If the projected population growth of Swansboro is to be properly housed, construction of new residential units in or around the Town is almost certain to occur. Judging from citizen input, the present pattern of single-family detached housing will likely continue, however, it would not be unwise from a municipal revenue versus expenditure perspective to allow some multi-family dwelling units to be constructed in the Town in the future. Studies have indicated that multi-family dwellings are less expensive to service (per unit) and generate more revenue (per acre of land) than do single-family units, resulting in an improved financial situation for the local government. Of course, this could vary from community to community, but should be considered as an alternative form of housing in the future.

VI. AREAS OF ENVIRONMENTAL CONCERN

### Overview of AEC's

From its inception, the Coastal Area Management Act has focused upon the preservation, protection, and management of Areas of Environmental Concern, or AEC's. Local governments are required by the Act to direct special attention to AEC's during the land use planning process, and have been given the responsibility to aid the Coastal Resources Commission in delineating Interim Areas of Environmental Concern within their jurisdictions. The draft land use plan submitted to the Commission on November 23, 1975 contained the recommendations of local governments concerning IAEC's, and will serve as a basis for final determination of these areas. Permanent AEC's, adhering to more stringent standards, should be established by the Commission within 1976. The suggested AEC's contained within this report should be regarded as "potential AEC's", and are not designed for purposes of permit-letting.

The following passage extracted from the CAMA local planning guidelines briefly describes the role of AEC's in the planning and management process:

The 1974 Legislature found that "the coastal area, and in particular the estuaries, are among the most biologically productive regions of this State and of the nation" but in recent years the area "has been subjected to increasing pressures which are the result of the often conflicting needs of a society expanding in industrial development, in population, and in the recreational aspirations of its citizens."

"Unless these pressures are controlled by coordinated management," the Act states, "the very features of the coast which make it economically, aesthetically, and ecologically rich will be destroyed."

To prevent this destruction the Act charges the Coastal Resources Commission with the responsibility for identifying types of areas, and designating specific areas -- water as well as land -- in which uncontrolled or incompatible development might result in

irreparable damage. It further instructs the Commission to determine what types of use or development are appropriate within such areas, and it calls on local governments to give special attention to these environmentally fragile and important areas in developing their land use plans.

#### Local IAEC's

Four types of IAEC's are recognized to exist in Swansboro. These are: Low Tidal Marshland (Coastal Wetlands), Estuarine Waters, Historic Places, and Coastal Floodplains. The locations of these IAEC's are described by the accompanying maps, in addition to the following verbal descriptions:

- 1) Low Tidal Marshland (Coastal Wetlands)\* - Approximately ten acres of marshland, consisting primarily of Spartina alterniflora exist within the Town's boundaries. The majority of this marshland (which could possibly contain a minute proportion of higher marsh) is located directly behind the Swansboro Elementary School. Scattered parcels of low tidal marshland also exist along the shoreline of the White Oak River, in both the main part of Town and on the causeway. (\*a trace of high marshland also exists here)
- 2) Estuarine Waters\* Waters of the White Oak River and its tributaries (Hawkins Creek, Wise's Branch, and Hominy Creek) are considered estuarine waters. Because the Town Limits do not close, but extend indefinitely into the White Oak, exact areas of estuarine waters cannot be computed. (\*is the same as public trust waters also)
- 3) Historic Places - The North Carolina Department of Cultural Resources has approved the Ringware House for inclusion into the

National Register of Historic Places, qualifying it as a potential AEC.

4) Coastal Floodplains - The flood prone area of Swansboro described by USGS maps shall be used in this report as a basis for determining the coastal floodplain. There is a good possibility that these maps are not precise, and that the floodplain does not extend as far inland as the maps show. Until a detailed flood insurance ratemaking study is undertaken, however, this is the best available information and must be relied upon.

### 1.0. Coastal Wetlands - General

Coastal wetlands are defined as "any salt marsh or other marsh (subject to regular or occasional flooding by tides, including wind tides (whether or not the tide waters reach the marshland areas through natural or artificial watercourses), provided this shall not include hurricane or tropical storm tides. Salt marshland or other marsh shall be those areas upon which grow some, but not necessarily all, of the following salt marsh and marsh plant species: Smooth or salt water Cordgrass (Spartina alterniflora); Black Needlerush (Juncus roemerianus); Glasswort (Salicornia spp.); Salt Grass (Distichlis Spicata); Sea Lavender (Limonium spp.); Bulrush (Scirpus spp.); Saw Grass (Cladium Jamaicense); Cat-Tail (Typha spp.); Salt-Meadow Grass (Spartina Patens); and Salt Reed Grass (Spartina cynosuroides)."

Included in this statutory definition of wetlands is "such contiguous land as the Secretary of NER reasonably deems necessary to affect by any such order in carrying out the purposes of this Section." (G.S. 113-230(a))

For policy purposes, coastal wetlands may be considered in two categories: (1) low tidal marsh; (2) other coastal marshlands which have different significance and policy implications.

#### 1.1 Coastal Wetlands - Low Tidal Marshland

a. Description. Defined as marshland consisting primarily of Spartina alterniflora and usually subject to inundation by the normal rise and fall of lunar tides.

b. Significance. Low tidal marshland serves as a critical component in the coastal ecosystem. The marsh is the basis for the high net yield system of the estuary through the production of organic detritus (partially decomposed plant material) which is the primary input source for the food chain of the entire estuarine



system. Estuarine dependent species of fish and shellfish such as menhaden, shrimp, flounder, oysters and crabs currently make up over 90 percent of the total value of North Carolina's commercial catch.

In addition, the roots and rhizomes of the Spartina alterniflora serve as waterfowl food and the stems as wildlife nesting material. Low tidal marsh also serves as the first line of defense in retarding shoreline erosion. The plant stems and leaves tend to dissipate wave action while the vast network of roots resists soil erosion. Marshes of this type operate additionally as traps for sediment originating from upland runoff thus reducing siltation of the estuarine bottoms and consequent detriment to marine organisms.

c. Policy Objective. To give the highest priority to the preservation of low tidal marshland.

d. Appropriate Land Uses. Appropriate land uses shall be those consistent with the above policy objective. These marshes should be considered unsuitable for all development which will alter their natural functions. Inappropriate land uses include, but are not limited to the following examples: restaurants and businesses; residences, apartments, motels, hotels, and trailer parks; parking lots and offices; spoil and dump sites; wastewater lagoons; public and private roads and highways; and factories. Examples of acceptable land uses may include utility easements, fishing piers, docks, certain agricultural uses except when excavation or filling affecting estuarine or navigable waters is involved, and such other uses which do not significantly alter the natural functions of the marsh.

## 2.0. Estuarine waters

a. Description. Estuarine waters are defined in G.S. 113-229(n)(2) as, "all the water of the Atlantic Ocean within the boundary of North Carolina and all the waters of the bays, sounds, rivers, and tributaries thereto seaward of the dividing line between coastal fishing waters and inland fishing waters, as set forth in agreement adopted by the Wildlife Resources Commission and the Department of Conservation and Development filed with the Secretary of State entitled 'Boundary Lines, North Carolina Commercial Fishing Inland Fishing Waters, revised March 1, 1965,'" or as it may be subsequently revised by the Legislature.

b. Significance. Estuaries are among the most productive natural environments of North Carolina. They not only support valuable commercial and sports fisheries, but are also utilized for commercial navigation, recreation, and aesthetic purposes. Species dependent upon estuaries such as menhaden, shrimp, flounder, oysters and crabs make up over 90 percent of the total value of North Carolina's commercial catch. These species must spend all or some part of their life cycle in the estuary. The high level of commercial and sports fisheries and the aesthetic appeal of Coastal North Carolina is dependent upon the protection and sustained quality of our estuarine areas.

c. Policy Objective. To preserve and manage estuarine waters so as to safeguard and perpetuate their biological, economic, and aesthetic values.

d. Appropriate Uses. Appropriate uses shall be those consistent with the above policy objective. Highest priority shall be allocated to the conservation of estuarine waters. The development of navigational channels, the use of bulkheads to prevent erosion,

and the building of piers or wharfs where no other feasible alternative exists are examples of land uses appropriate within estuarine waters, provided that such land uses will not be detrimental to the biological and physical estuarine functions and public trust rights. Projects which would directly or indirectly block or impair existing navigation channels, increase shoreline erosion, deposit spoils below mean high tide, cause adverse water circulation patterns, violate water quality standards, or cause degradation of shellfish waters are generally considered incompatible with the management of estuarine waters.

4.5. Fragile, Historic or Natural Resource Areas - Historic Places.

a. Description. Defined as historic places that are listed, or have been approved for listing by the North Carolina Historical Commission, in the National Register of Historic Places pursuant to the National Historic Preservation Act of 1966; historical, archaeological, and other places and properties owned, managed, or assisted by the State of North Carolina pursuant to G.S. 121; and properties or areas that have been designated by the Secretary of the Interior as National Historic Landmarks.

b. Significance. Historic resources are both non-renewable and fragile. They owe their significance to their association with American history, architecture, archaeology, and culture. Properties on or approved for the National Register of Historic Places may be of national, state, or local significance.

c. Policy Objective. To protect and/or preserve the integrity of districts, sites, buildings, and objects in the above categories.

d. Appropriate Land Uses. Appropriate land uses shall be those consistent with the above stated policy objective. Land use which will result in substantial irreversible damage to the historic value of the area is inappropriate.

### 6.3. Natural Hazard Areas - Coastal Floodplains

a. Description. Coastal flood plain is defined as the land areas adjacent to coastal sounds, estuaries or the ocean which are prone to flooding from storms with an annual probability of one percent or greater (100 year storm). These areas are analogous to the 100 year flood plain on a river. Information necessary to identify these areas will be supplied by the State Geologist.

b. Significance. Coastal flood plains are those lands subject to flooding or wave action during severe storms or hurricanes. They are lands where uncontrolled, incompatible, or improperly designed building, structures, facilities, and developments can unreasonably endanger life and property. Except for those portions of the areas lying within estuarine or ocean erodible areas, they are not generally or necessarily subject to severe erosion or dynamic action leading to replacement of the land with a body of water. In most instances, structures within this area do not obstruct the flow of waters or create any additional back waters.

c. Policy Objective. To ensure that all buildings, structures, facilities and developments are properly designed and built to maintain their stability, integrity, and safety in the event of flood surge from a 100 year storm.

d. Appropriate Land Uses. Appropriate land uses shall be those consistent with the above policy objective. It is reasonable to allow a certain degree of development if it is carefully controlled and meets stringent engineering standards

for stability, integrity and safety during a 100 year storm. The land use plan may allow development activities, and if such development is undertaken, as a minimum it must conform with the standards of the Federal Insurance Administration for coastal high hazard areas and safety during the flood surge from a 100 year storm. (Code of Federal Regulations, Title 24, Chapter 10, Subchapter B)

VII. APPENDIX

During the latter stages of the Coastal Area Management planning program, some confusion has arisen over the relationship and/or differences between "objectives, policies and standards" and "issues, goals, and objectives". Local governments were initially instructed by the planning guidelines to develop issues, goals and objectives as a basis for land use plans; subsequently, this was changed to objectives, policies, and standards. This change was made after the bulk of the public participation process had taken place, and in fact, the entire planning process was centered upon the development of issues, goals and objectives as a foundation for the plan. The lack of consistency between synopsis review criteria and land use plan review criteria has further clouded an already unclear picture... the former requires issues, goals and objectives; the latter objectives, policies, and standards.

Albeit a minor point, it is the feeling of this writer that an attempt to translate a set of issues, goals and objectives into objectives, policies and standards at this late stage could only result in increased confusion and a misrepresentation of the comments generated during the public participation process.



Major deviations from the standard outline referred to in the "Generally Applicable Standards of Review for Land Use Plans and Synopses" include:

- A) Plan Description, which is covered under Future Land Needs (pp. 69-75)
- B) Summary, which is addressed in the Introduction (pp. 10-12)
- C) City-County Plan Relationship Defined, which is also included under Future Land Needs (pp. 74-75)

RESOLUTION TO ADOPT COASTAL AREA MANAGEMENT ACT  
LAND USE PLAN FOR THE TOWN OF SWANSBORO

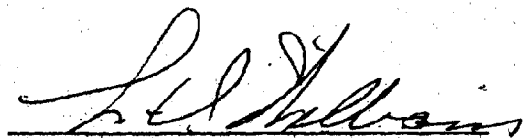
WHEREAS, the Town of Swansboro is a municipality located within the coastal area of North Carolina and lies within the jurisdiction of Chapter 113A, Article 7 of the General Statutes of North Carolina, also known as the Coastal Area Management Act of 1974, and;

WHEREAS, land use planning is required of each county and municipality within the jurisdiction of G.S. 113A, and;

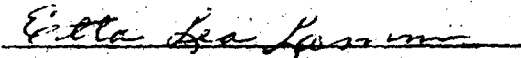
WHEREAS, the Town of Swansboro has elected to prepare a land use plan for the area under its municipal jurisdiction as provided under G.S. 113A-110(c) and has been granted the authority to do so, and;

WHEREAS, public input has been actively encouraged during the formulation of the land use plan;

THEREFORE, be it resolved by the Town Council of the Town of Swansboro that the Land Use Plan prepared under the Coastal Area Management Act is hereby adopted for submission to the Coastal Resources Commission.



L. D. Williams, Mayor  
May 20, 1976



Etta L. Lamm, Town Clerk

